



TRIUMVIRATE

The only North American model parliament



LEGISLATOR'S GUIDE

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Concept

An innovative exercise

The Triumvirate is innovative because it goes beyond today's political realities. Canadian, Mexican and American legislators have indeed never come together to discuss common issues and possible initiatives which could better North America's political, economic, social and environmental realities. NAFI has taken the forefront politically by creating a North American Model parliament. Therefore, the event can be thought of more as an "innovation" than a "simulation".

Even though the signing of NAFTA in 1994 created a trilateral economic region, the political relationship between the three countries did not experience similar developments. Indeed, North American political relations remain primarily bilateral (Canadian-American, Mexican-American and Canadian-Mexican). Nevertheless, some developments have occurred recently with regards to the establishment of a formal trilateral dialogue with the launching of the Security & Prosperity Partnership (SPP) in March 2005 during the Waco Summit (Texas). This partnership brought about, among other things, the establishment of an annual meeting of the three North American political leaders; the creation of governmental trilateral working groups and; the establishment of a permanent dialogue between the three governments.¹

At the sub-national level, various state and provincial meetings have taken place over the last years. They gave political representatives the opportunity to gather with their counterparts in order to discuss North American regional issues but seldom brought together representatives from the whole North American territory.

An inter-parliamentary gathering

It is important to emphasize that the Triumvirate simulates a North American inter-parliamentary gathering. What does this imply?

- 1) The inter-parliamentary meeting brings together existing parliament representatives. It establishes a medium (or forum) of dialogue and consultation between the representatives of the legislative bodies of the three North American federations. The

¹ Complete information on the Security and Prosperity Partnership of North America (SPP) can be found at : www.spp.gov

creation of a *supranational* parliament is not suggested; instead the Triumvirate creates an *international* legislative assembly. The Triumvirate indeed simulates a discussion *between* parliament representatives from North America.

- 2) The Triumvirate is a deliberative and consultative assembly. It does not have executive powers. It aims to convey recommendations agreed upon by the North American legislative representatives to their respective governments.
- 3) The parliamentary aspect of the Triumvirate underlines the fact that North American integration issues should not only depend on the executive power but also on the legislative one. Furthermore, it reminds us of the importance of establishing parliament entities to accompany the developments and consolidation of the integration process.
- 4) Given that federal and federated legislative bodies are affected by NAFTA, the Triumvirate has incorporated representatives of both legislative levels. This choice is also influenced by the fact that most integration efforts so far, have been pursued by bi-national border regions (states and provinces).

Because of the innovative aspect of the Triumvirate, participants are not assigned a specific political orientation or political party. Therefore, participants are not expected to loyally reflect the position and discourse of a given state. Indeed, most of the debated topics have only slightly been discussed by parliamentarians, on a trilateral basis. Nevertheless, the exercise pushes legislators to define pertinent political positions, taking into account the strengths, challenges and the political tendencies of the state they represent.

Let us also remember that each legislator represents a Parliament (not a government), which regroups different political families. That issue will be further detailed in the Commissions' guide.

All legislators represent a country other than their own ("own" being the country where they are studying). This allows participants to better understand the North American dynamic all while allowing for the development of a North American approach to the debated issues.

Constitutional Constraints

Although North America is composed of three federations, each one operates with a very unique distribution of power between the federal entities and the federated entities. Therefore, to keep it simple, legislators will not have to take into account the power allotted by their appointed country's constitution. Each legislator is authorized to comment and vote on all debated topics.

Working languages

NAFI would like the event to take place in the three official languages, English, French and Spanish. However, because of logistical and financial constraints, the 2007 edition will take place in English and Spanish. Simultaneous interpretation will be available during the plenary session debates while political commissions will each take place either in English or in Spanish. This year:

- The political commissions on *Customs Union* and *Human Trafficking* will take place in **English** and;
- The commissions on *Telecommunications* and *Water management* will take place in **Spanish**.

Official documentation originating from NAFI will be available in three languages (French, English and Spanish), but the documents produced for political commissions will be available only in the official language of that commission. Please be considerate towards your fellow delegates. Some participants will be making an important effort to speak in a language other than their own. Please be respectful and indulgent as some of the debated themes are highly complex.

Legislators in the Triumvirate

Timetable for Legislators

Each legislator will debate only one of the four draft resolutions within their assigned political commission. This means that although the participants will vote on all four resolutions during the plenary session, they will take part in only one political commission. In the months preceding the simulation, the participants will receive, from NAFI, both their assigned role and political commission. The Commission Guide sent to you by NAFI will introduce you to the subjects debated during the simulation.

	February	March	April
Triumvirate Secretariat	Assignment of legislators' roles (state and commission) and Transmission of the Commissions' Guide and the Legislator's Guide.		April 30 th : Transmission of the Participant's Handbook including the 4 draft resolutions that will be debated during the event.
Participants	Feb. 15 th : Deadline for registration and payment.	Discussions between commissions' members through the Triumvirate Web Forum regarding the suggested draft resolutions.	April 4 th : Deadline for submission of a draft resolution regarding your assigned political commission. Discussions through the Triumvirate Web Forum regarding the draft resolutions that will be submitted to debate.

The legislators' role and responsibilities during the TRIUMVIRATE week

	Sunday May 20	Monday May 21, IDB	Tuesday May 22 AU	Wednesday May 23, AU	Thursday May 24, IDB	Friday May 25, IDB
9:00 10:00	Arrival of participants	NAFI Information session NAFI staff will go over the week's schedule, the Constitution, the rules of procedure and election procedures.	Caucus per country	Caucus per country	Caucus per country	Caucus per country
10:00 11:00		Caucus per country Each caucus will elect a chairman and nominate a federal and federated representative	4 political commissions	4 political commissions	Plenary session Presentation of the commissions' resolution reports	Plenary session Votes on amendments followed by Votes on the final resolution reports
11:00 1:00						
1:00 2:30		Lunch Conference	Lunch Conference with Robert A. Pastor, Ph.D. Director of the Center for North American Studies, American University	Lunch (not included in the registration fee)	Lunch Conference	Lunch Conference
2:30 3:00		Political commission Each political commission will elect a Chairperson and a secretary	4 political commissions	4 political commissions	Information session on voting procedures and the proper amendment format	Plenary session Current events debate and vote on current event resolutions Award ceremony
3:00 3:30					Lobbying	
3:30 4:30	Participant registration (3:00 to 4:00)	Plenary session The chairperson of each commission will have 12 minutes to present the draft resolution of their commission to the General Assembly				End of the Triumvirate program
4:30 6:00	City Tour (4:00 to 6:00)					
6:00 Evening	Welcoming Cocktail Each participant will receive; - a Triumvirate bag; - the Official program; - Sponsors' documentation; - their voting card; - their ID card.	Dinner (not included in the registration fee)	Dinner (not included in the registration fee)	6:30 : Deadline for current events & Deadline for Resolution as amended by the political commission	Dinner (not included in the registration fee)	
				7:00 Dinner Conference (included in registration fee)	Deadline for submission of amendments	

Speaker and Deputy Speaker in Plenary Sessions

Considering the important additional work load as well as the preliminary work required for the position of Speaker and Deputy Speaker, the NAFI secretariat appoints the Speaker and Deputy Speaker instead of submitting them to a vote by the General Assembly.

For the 2007 edition of the Triumvirate, Mrs. Melissa Jamin Beyer, delegate from the Universidad de Monterrey in 2006, will assume the function of Speaker and Mr. Marlon Brown, delegate from American University in 2005 will assume the function of Deputy Speaker.

As specified in the Constitution,

- The Speaker opens suspends, and adjourns General Assembly sessions. He² presides over the debates of the Assembly, sees to it that members conduct themselves properly, and calls to order any speaker who strays from the topic under discussion.
- The Deputy Speaker can deputize for him/her. The Deputy also assists the Speaker. He is required to replace the Speaker at the latter's request or whenever the Speaker is unable to exercise his functions and responsibilities.

During a plenary session, the Speaker will respect the priority orders of motions³:

1. Point of order (the Speaker renders a decision immediately and without debate on any requests pertaining to points of order);
2. Suspension of a sitting;
3. Adjournment of debate;
4. Closing of the debate.

The Speaker immediately resolves any incidents occurring during the session. The Speaker calls to order any delegate who disrupts the session. In the event of a repeat breach, the Speaker may expel the delegate from the hall for the rest of the session. The general

² The masculine form is used in this document simply to facilitate reading and should be interpreted in all cases as referring to both men and women.

³ Please refer to regulation 1 of the Rules of procedure in the Constitution for further detail.

secretariat oversees the application of any disciplinary measures. Finally, the Speaker ensures that the members of the Assembly respect the times they are allocated during debates. The duration of the interventions are specified at the beginning of the sessions.

Legislators in Plenary Sessions

When requesting the right to speak, legislators must:

1. Raise their placard
2. Wait until the Speaker or the Deputy Speaker acknowledges them by either addressing them directly or taking note of their request to speak.
3. The legislator is allowed to speak only once the Speaker or Deputy Speaker invites them to.
4. If a delegate strays from the topic, the Speaker calls him to order. If a delegate is called to order twice during the same discussion, then the Speaker may, if a third call is needed, withdraw the delegate's right to speak on the subject.
5. Always respect the allocated time and stay on topic.
6. Intervention right of reply: Any delegate wishing to exercise a right of reply is heard at the end of the discussion of the item being examined. A delegate may not start a new point in the debate; he may only refute either the opinions expressed during the debate that concerns the State (federal or federated) he represents or opinions attributed to him, or rectify his own statements.
7. Always use a microphone when speaking to the General Assembly.

Identification of Legislators

Federal parliaments as well as certain densely populated states or provinces are represented by more than one delegate. In order to distinguish the delegates the Secretariat will assign them a number, in addition to the name of the State they represent. Example: Federal Mexico (4) or California (2).

Legislators in Political Commission

When requesting the right to speak during Political commissions, legislators must:

1. Raise their placard

2. Wait until the commission's chairperson acknowledges their right to speak. The commission's chairperson presides over debates, grants and withdraws the right to speak (Regulation 3.4). A member of a commission may only take the floor when so authorized by the chairperson.
3. Respect the amount of time allocated by the chairperson commission for deliberations. The duration of the interventions are established at the discretion of the chairperson who must ensure that speaking time is apportioned fairly.

Legislators in the caucus

When requesting the right to speak during Caucus, legislators must:

1. Raise their placard
2. Wait until the caucus' chairperson acknowledges their right to speak. The caucus chairperson presides over debates, grants and withdraws the right to speak (Regulation 3.4). A member of a caucus may only take the floor when so authorized by the chairperson.
3. Respect the amount of time allocated by the chairperson for deliberations. The chairperson may decide on the amount of time to be allocated for formal and informal deliberations. The duration of the interventions are established at the discretion of the chairperson who must ensure that speaking time is apportioned fairly.

State and Federal representatives

During the first caucus session on Monday, each country will appoint a federal and federated representative. The nominated federal and federated representatives are responsible for creating links and initiating discussions with the federal and federated representatives of the other two countries. Do not forget that a resolution report can only be adopted if a majority of parliamentarians of each federal and federated group supports that resolution; and this for each of the three countries.

The interaction between legislators, journalists and lobbyists

Legislators should learn how to use the press, in this case the TrilatHerald journalist, as a communication tool. The legislators can initiate conversation with the journalists both on and off the record and use the newspaper in order to initiate debates or express their concerns.

Lobbyists will be presenting their organizations, missions and recommendations regarding the draft resolutions to the legislators in political commissions. Their presentation will be followed by a question period. This interaction will take place during the political commissions and also, possibly during the caucus sessions. Legislators can call on experts in the political commission and in the caucus in order to answer any questions they may have. According to the article 3.4.h of the Constitution, a commission chairperson may call on experts (non delegates) to clarify issues and submit suggestions to the commission's members in order to facilitate its deliberations and further its understanding of the issue. This implies that at any time during the political commissions delegates may ask their commission's chairperson to call on an expert (lobbyist).

Detailed schedule of the Triumvirate week

Monday May 21st

9:00 -11:00	<p>Information Session:</p> <p>The day will begin with an information session. Christine Fréchette, the President of NAFI, will introduce the NAFI staff and explain the concept and purpose of the simulation. Then a NAFI staff member will go over the week's schedule with the participants. The Speaker will go over the Constitution, the rules of procedure and the election procedure. Each participant should have this present guide, the Constitution and the Official Program - distributed to the students during the Welcoming cocktail - with them during this information session. Participants will have the opportunity to ask questions.</p>
11:00 -1:00	<p>First Caucus per country:</p> <p>Daily caucuses per country sessions allow participants to discuss possible common strategies. During this first session the legislators per country will elect a chairperson and nominate one federal representative and one federated representative. Please refer to APPENDIX 1 "Election procedure" for more details. The elected caucus chairpersons preside over discussions, ensure that the caucuses are operating smoothly and will help the members identify viable strategies.</p> <p>The nominated federal and federated representatives are responsible for creating links and initiating discussions with the federal and federated representatives of the other two countries, in order to reach consensus and outline possible compromises.</p> <p>Each country caucus will be assisted by an advisor whose task will be to help the caucus members adopt political positions that reflect the prevailing political dynamic of the country they represent.</p>

1:00 -2:30	<p>Lunch Conference:</p> <p>Every day the participants will attend a Lunch or Dinner conference. The Triumvirate participants will have the opportunity to meet prominent North American political, business or academic figures. Legislators are invited to ask questions about the topics of debate within their political commission.</p>
2:30 - 3:30	<p>Political Commission:</p> <p>In this first session the legislators of each commission will elect a Chairperson and a secretary.</p> <p>As stipulated in the Constitution article 3.4:</p> <p>f. The commission chairperson presides over discussions and ensures that the commission is operating smoothly. He presents the report of the committee at a plenary session (Article 4.5).</p> <p>g. The secretary counts the commission votes during sessions and prepares a report of the commission debates and opinions.</p> <p>Delegates wishing to present themselves as chairperson of their political commission should be prepared to present the draft resolution during the first plenary session which takes place on Monday afternoon.</p> <p>Commission chairpersons must refer to article 6 of the Constitution for further details on their role. Commission Chairpersons can take part in the debates.</p> <p>Please refer to APPENDIX 1 Election procedure for more details.</p>
3:30 - 6:00	<p>Plenary Session:</p> <p>This first plenary session will begin with the Speaker and Deputy Speaker's speeches.</p> <p>The session will follow with the presentation of the draft resolutions. The chairperson of each commission will have 12 minutes to present the draft resolution of their respective commission, followed by a first debate period. The order of the session will go as follows:</p> <p>Draft resolution 1: Chairperson presentation (12 minutes)</p> <p>Draft resolution 1: Debates (15 minutes)</p> <p>Draft resolution 2: Chairperson presentation (12 minutes)</p> <p>Draft resolution 2: Debates (15 minutes)</p> <p>....</p>
Dinner	<p>Executive Committee Dinner:</p> <p>The executive committee composed of the Speaker, the Deputy Speaker and chairpersons will be invited to dinner on Monday night by NAFI in order to go over their responsibilities.</p>

Tuesday May 22nd

9:00 -10:00	Caucus per country
10:00 - 1:00	Political commissions
1:00 - 2:30	Lunch Conference
2:30 - 6:00	<p>Political commissions</p> <p>The lobbyists will present their respective “memoir or position” to the political commissions. Legislators should take this opportunity to ask the lobbyists questions.</p> <p>Remember that according to the article 3.4.h of the Constitution, a commission chairperson may call on experts (non delegates) to clarify issues to the commission, and facilitate its deliberations. This implies that at any time during the political commissions delegates may ask their commission’s chairperson to call on an expert (lobbyist) in order to clarify issues.</p>

Wednesday May 23rd

9:00 – 10:00	<p>Caucus per country</p> <p>Lobbyist may be asked to comment on the Resolution Reports and on the countries’ strategies</p>
10:00 – 1:00	Political commissions
1:00 – 2:30	Lunch
2:30 – 5:00	Political commissions
6:30	<p>Deadline for current event resolutions & Deadline for Resolutions as amended by the commissions (also called Resolution Report)</p> <p>The resolutions mentioned here above must be handed in to the appointed NAFI staff member on a USB key or CD. Hand written documents will not be accepted. The current event resolution must be signed by at least 5 delegates representing at least 2 countries. The format must be that of the political commission’s draft resolutions.</p> <p>Please refer to the Rules of Procedure Regulation 2.e for further details on current event resolutions.</p>
7:00 pm	Dinner Conference

Thursday May 24th

9:00 -10:00	Caucus per country
10:00 – 1: 00	<p>Plenary Session</p> <p>In this session each commission’s Chair will present to the General Assembly the Draft Resolution as amended by the political commission, referred to as the Resolution Report.</p> <p>The order will go as follows:</p> <p>1st Resolution Report - Presentation by the Commission’s Chairperson : 15 minutes</p> <p>Debates: 20 minutes</p> <p>2nd Resolution Report 2 - Presentation by the Commission’s Chairperson : 15 minutes</p> <p>Debates: 20 minutes</p> <p>....</p>
1:00 – 2:30	Lunch Conference
2:30 – 3:00	<p>Information Session</p> <p>The Speaker will go over voting procedure and the proper way to submit an amendment. Please refer to APPENDIX 2 for more details on amendments.</p>
3:00 – 6:00	<p>Lobbying session</p> <p>This session is the last opportunity to seal alliances which may either pass or block resolution reports. It is during this session that legislators will statute on the nature of the amendments they wish to bring to the resolution as amended by the commissions. Legislators should engage in corridor discussions and networking in order to gain support for their positions. Discussions between delegates of both a same caucus and between caucuses are crucial to try and determine which amendments could gather most support. Do not forget that a resolution report can only be adopted if a majority of parliamentarians of each federal and federated group supports that resolution; and this for each of the three countries.</p>
6:30	Dinner
8: 00	<p>Deadline for amendments to the Resolutions as amended by the commissions</p> <p>Amendments should be handed in to the appointed NAFI staff member electronically; paper versions are accepted but not recommended. Please refer to the APPENDIX 2 – The three test amendments for details on the proper format of an amendment.</p>

Friday May 25th

9:00 – 10:00	Caucus per country
10:00 – 1:00	<p>Plenary session:</p> <p>Legislators will first vote on amendments and then on the resolution report as amended by the General Assembly. The order will go as follows: Resolution Report 1: Amendment 1: Vote Amendment 2: Vote Vote on the Resolution Report 1 as amended by the General Assembly Resolution Report 2: Amendment 1: Vote Amendment 2: Vote Vote on the Resolution Report 2 as amended by the General Assembly </p>
1:00 – 2:30	Lunch Conference
2:30 – 4:30	<p>Participants fill out commentary cards and elect the person who will receive the Triumvirate award</p> <p>Plenary Session: Current event resolutions: The proposer of each resolution will have 10 minutes to present their resolution to the General Assembly. This presentation will be followed by a debate and a vote on the current event resolution. The Current Event resolutions will be followed by the Award ceremony and the distribution of the Triumvirate diplomas.</p>
4:30	End of the Triumvirate program

Code of conduct issues

Punctuality

Punctuality is extremely important. The sessions will begin precisely at the appointed time. Please respect your colleagues and arrive at each session on time.

Respect your peers

Please respect your peers. Remember the simulation is a role-playing game and that your colleagues' comments do not necessarily reflect their personal opinions. It is important to be respectful at all times even when the debates in commissions or lobby sessions become heated.

Dress code

Business attire is mandatory. Any person in flip flops, any type of jean material, without a suit jacket, and for men without a tie will not be allowed to take part in the sessions.

Distribution of documents

NAFI staff will distribute important documents such as the Resolution Report as amended by the commissions, the Current event Resolutions and the amendments to the General Assembly, the night before debates in the plenary session. If the participants do not respect deadlines, NAFI staff will lack sufficient time and will not be able to respect their deadline. So please hand in documents at the appointed time.

APPENDIX 1 – ELECTION PROCEDURE

Election of Commission Chairperson and Secretary as well as Caucus Chairperson will proceed as follow:

During the first caucus and commission sessions, delegates will have to elect a chairperson for each commission and caucus. The election of a secretary in the political commissions will also take place during that first commission session. The elections should respect the following procedure:

1. At the beginning of the first session, each commission or caucus shall designate a scrutineer, someone who will examine votes during the election. This person's mandate will be to intervene if more than one candidate per position presents him or herself. The scrutineer cannot be a candidate;
2. Each candidate will have no more than three minutes to expose their intentions and motivations regarding their candidacy. The scrutineer's duty will be to make sure the allocated time is respected by each candidate.
3. After the speeches, the delegates will proceed to the vote by secret ballot. This vote will be supervised by the scrutineer;
4. Each candidate can run for both positions in the commissions. Their intent should be clear during their speech. If a candidate should win both races (that of chairperson and secretary), that candidate must choose only one position. The runner up will fill the remaining position.

APPENDIX 2 – AMENDMENTS: THE 3 TESTS

To be received, amendments need to pass 3 tests:

1. Statute on Procedural requirements

- a. Does it bear the signature of the proposer? (ex: Texas 1)
- b. Does it bear the signature of 4 other sponsors?
- c. Do the 5 delegates, all together, come from at least two countries?

2. Statute on formulation

- a. Amendments must be written in a specific form
 - i. State the Commission and the section it refers to (where to place the amendment)
 - ii. State the action (Eliminate, replace, add, etc.)
 - iii. State the “where” (after the words..., at the end of...,)

Example:

IMMIGRATION
Section 3.4
ADD
the words “and provincial governments” funds will be directed to state governments...
Proposer: Québec
Sponsor: Texas (1), Tennessee, Canada (4), Kansas

3. **Statute on the adequacy of Amendment proposal**

- Amendments cannot have the effect of dramatically changing the resolution as to take away its meaning
Ex: An amendment that would propose to abolish 3 chapters out of a 4 chapters Resolution
- ONE amendment has ONE purpose.
Ex: A single amendment could not propose ONE IDEA in adding something on section 1 and – that's the key – propose A DIFFERENT IDEA by removing something on section 4.

The Triumvirate secretariat can refuse any amendment that does not respect the above criteria.

