The figure of Uncle Sam is often used in posters to represent the U.S. federal government.

In Their Own Words

Share with students the following quotation by Abraham Lincoln (1809–1865). Remind students that as the sixteenth president of the United States, Lincoln championed the right of the people to choose their government and insisted on the preservation of the unity between the people and their government. After you have finished reading, ask students to discuss how the quotation speaks of the rights of the people to control their government and its institutions.

“This country, with its institutions, belongs to the people who inhabit it. Whenever they shall grow weary of the existing government, they can exercise their constitutional right of amending it, or their revolutionary right to dismember or overthrow it.”

Unit Resources

Planning
OSP Teacher’s One-Stop Planner
Online Resources

Differentiated Instruction
Interactive Skills Tutor
Chapter and Unit Tests for Differentiated Instruction

Enrichment
Online Chapter Summaries in Spanish
Holt Online Researcher
Active Citizenship Video Program

Assessment
Standardized Test Practice Handbook
Chapter and Unit Tests
# Chapter 5 Planning Guide

## The Legislative Branch

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<th>Instructional Resources</th>
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| **CHAPTER 5** pp. 132–155  
**Overview:** Students will learn about the roles, powers, and functions of the U.S. Congress. |  
- Students Take Action Activities*  
- Civic Participation Activities Guide  
- Creative Teaching Strategies: Chapter 5*  
- Holt Online Researcher  
- Teaching Transparencies: Chapter 5  
- Media Investigations: Chapter 5*  
- Community Service and Participation Handbook: Chapter 5*  
- Active Citizenship Video Program  
- Constitution Study Guide |  
- Alternative Assessment Handbook*  
- Chapter and Unit Tests: Chapter 5: Tests A and B*  
- Chapter and Unit Tests for Differentiated Instruction: Chapter 5: Test C*  
- Spanish Audio Summaries  
- Interactive Skills Tutor  
- Quiz Game  
- OSP Teacher’s One-Stop Planner  
- Standardized Test Practice Handbook: Activity 5*  
- Vocabulary Activities: Chapter 5*  
- Online Chapter Summaries in Spanish |

### Section 1  
**The Senate and the House of Representatives**  
**The Big Idea:** Congress is divided into two houses, and members of each house must have certain qualifications.

- Challenge and Enrichment Activities: Chapter 5*  
- Internet Activity: Running for Congress  
- Graphic Organizer Activities: Chapter 5*  
- Simulations and Case Studies: Lesson 4: Senate Subcommittee Hearing on Limiting Congressional Terms*  
- From the Source: Readings in Economics and Government: Reading 66: Profiles in Courage  
- From the Source: Readings in Economics and Government: Reading 29: Excerpt from a Filibuster  
- Law 101: Chapter 5*  
- Internet Activity: How a Bill Becomes a Law  
- Alternative Assessment Handbook*  
- Daily Quizzes: Section 1*  
- Online Quiz: Section 1  
- Guided Reading Strategies: Section 1*  
- Main Idea Activities for Differentiated Instruction: Section 1*  
- Daily Quizzes: Section 2*  
- Online Quiz: Section 2  
- Guided Reading Strategies: Section 2*  
- Main Idea Activities for Differentiated Instruction: Section 2*  
- Daily Quizzes: Section 3*  
- Online Quiz: Section 3  
- Guided Reading Strategies: Section 3*  
- Main Idea Activities for Differentiated Instruction: Section 3*  
- Daily Quizzes: Section 4*  
- Online Quiz: Section 4  
- Guided Reading Strategies: Section 4*  
- Main Idea Activities for Differentiated Instruction: Section 4*
Differentiated Instruction

- Chapter and Unit Tests for Differentiated Instruction: Chapter 5: Test C*
- Differentiated Instruction: Teaching ESOL Students
- Student Edition on Audio CD Program
- Spanish Audio Summaries
- Differentiated Instruction Modified Worksheets and Tests CD-ROM

Guided Reading Strategies:
- Section 1*
- Section 2*
- Section 3*
- Section 4*

Main Idea Activities for Differentiated Instruction:
- Section 1*
- Section 2*
- Section 3*
- Section 4*

Challenge and Enrichment Activities:
- Chapter 5*

Graphic Organizer Activities:
- Chapter 5*

Quiz Game CD-ROM
Quiz Game CD-ROM is an interactive multimedia game that assesses student understanding, makes learning fun, and tracks student performance.

HOLT Teacher’s One-Stop Planner*
With the Teacher’s One-Stop Planner, you can easily organize and print lesson plans, planning guides, and instructional materials for all learners.

Holt Online Learning
- Document-Based Questions
- Interactive Multimedia Activities
- Current Events
- Chapter-based Internet Activities
- and more!

Holt Interactive Online Student Edition
Complete online support for interactivity, assessment, and reporting
- Interactive Art and Notebook
- Standardized Test Prep
- Homework Practice and Research Activities Online

THE LEGISLATIVE BRANCH
Why It Matters

In our form of representative democracy, Congress is responsible for translating the will of "We the People" into public policy. The Framers considered the legislative branch so important that they dedicated the first Article of the Constitution to its organization and powers. For students to be able to understand, follow, and ultimately take part in debates on issues of national importance, they must understand the framework the Framers put in place, and how Congress has come to operate within that framework.

The Structure of Congress  Section 1 sets forth the basic framework of Congress: the way senators and representatives are allocated among the states, term lengths, qualifications for membership, and internal rules for seating and disciplining members. The big picture that students should grasp here is the way that this structure guarantees that all laws passed by Congress will have the support of members representing at least half of the population and the support of senators from at least half of the states.

How It Really Works  When it comes to the day-to-day operations of Congress, the Constitution is silent about what has become the true organizing principle—party politics. Party membership in effect determines leadership positions and organizes the negotiations that underlie lawmaking. Section 2 discusses the role party politics play in Congress and will help students to recognize the key players when national policies are discussed and covered in the media.

What Congress Can—and Can’t—Do  Ever alert to the potential abuses of too strong a national government, the Framers were quite explicit about what Congress was permitted, and not permitted, to do. Most centrally, it has the powers to make laws in the specifically designated areas set forth in Article I, Section 8, and it is not allowed to take the types of actions listed in Article I, Section 9. Section 3 explains these boundaries of congressional power, as well as some special powers that each chamber possesses, both inside and outside the lawmaking process.

From Bill to Law  The previous sections having established how the two chambers are comprised, who the players are, the powers of Congress, and the limitations of these powers, Section 4 gets to the heart of the matter: how a bill becomes law. Students cannot understand or contribute to the public debate without an appreciation of the various stages of the lawmaking process—from introduction, through committee, onto the floor, in conference, and on the president’s desk.

Recent Scholarship

In 2005, in response to Democrats’ filibusters of President Bush’s judicial nominees, Senate Republicans threatened to use what some called the “nuclear option”—using parliamentary procedure to end a filibuster by a majority vote. As Warren Richey explains in his 2005 article “The Senate, Judges, and the Filibuster” in the Christian Science Monitor, this precedent would change Senate procedure and make filibusters essentially useless as a tool for minority protest—and it would do so without requiring the two-thirds majority normally needed to approve changes to Senate procedure. However, seven Democratic senators and seven Republican senators reached a compromise to avoid the “nuclear option.” The Republicans agreed not to force an end to the filibuster. In return, the Democrats promised to stop filibustering some of the president’s nominees and to limit their future use of filibusters.

Refresh Your Knowledge

Every year on January 3, unless otherwise specified, representatives, senators, clerks, and congressional staff take their places in the Capitol Building in Washington, D.C., for a new session of Congress. The Senate and House of Representatives use their powers to fulfill their constitutional duty to make laws and decide important issues. Political party and committee leaders help shape the session’s agenda. Committees study bills, and both houses pass bills for the president to sign into law.

Have students look at the diagram on p. 151 of how a bill becomes a law. Ask students to identify details that provide clues about how Congress is organized and what powers it has. Make sure students understand that its organization and powers enable Congress to carry out its lawmaking and other functions.
Students Take Action: Writing a Law

What They Did
In this chapter, your class will read about a group of students in Tucson, Arizona, who wrote a bill that became Arizona state law. Students were concerned about the problem of bullying. They decided to research the problem and eventually worked with state legislators to write and pass a bill that would address the problem in Arizona schools. Thanks to the students’ efforts, this antibullying bill became law in June 2005.

What Your Class Can Do
As interested citizens, students recognize an issue in their school or community that might be improved by changing the law. As active citizens, students then follow the democratic process one step further: They propose and support legislation.

As you discuss this chapter’s Students Take Action project with your class, work with students to brainstorm possible problems in your school or community that could be addressed by new laws. These issues may be specific to your community. In order to begin to identify issues, consider the following questions with your class:

- Have any community problems been covered by the local media in recent months?
- Are there any problems in the school that your classmates or teachers often worry about?
- How do local and state laws address the problems you have identified?

Students may raise the following issues, among others:
- Fights or violence in school
- Drug and alcohol abuse
- Safety concerns

Service-Learning Teaching Tip
Proposing a Bill To help students successfully propose a bill that addresses the problem they hope to solve, have students study an existing piece of legislation. Students can work in small groups to read an existing law and note the different elements it includes. For example, how does it begin? What kind of language does it use?

As students work on writing their own bill, have them use the law they studied as a model. As they write, have them also consider the different groups and officials from whom they need to gather support and information.

Students Take Action Activities
“Public Policy Development,” page 19 of the Students Take Action Activities booklet, provides a step-by-step guide to developing and implementing a public policy. The booklet’s rubrics, tip sheets, planning guides, and additional forms can also be used to organize, assist, and evaluate student performance at each phase of the project.
THE LEGISLATIVE BRANCH

SECTION 1
The Senate and the House of Representatives

SECTION 2
How Congress Is Organized

SECTION 3
The Powers of Congress

SECTION 4
How a Bill Becomes a Law

5.

NATIONAL STANDARDS
FOR CIVICS AND GOVERNMENT

I. What are the foundations of the American political system?
   A. What is the American idea of constitutional government?

II. How does the government established by the Constitution embody the purposes, values, and principles of American democracy?
   A. How are power and responsibility distributed, shared, and limited in the government established by the United States Constitution?
   B. How is the national government organized and what does it do?
   E. How does the American political system provide for choice and opportunities for participation?

Opinions about Congress

1. Ask students whether they have a generally positive or generally negative view of the U.S. Congress.

2. Lead a discussion on students’ views about Congress. Ask students to give reasons for their point of view. Then ask students who or what has influenced their point of view. For example, how have newspapers, television programs, the Internet, or their parents affected students’ opinions?

3. Explain that, in this chapter, students will learn about how Congress works, including its organization and powers. As you read the chapter, revisit students’ opinions. Ask whether the information they have learned has in any way changed their opinions about Congress.

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Below Level
Basic-level activities designed for all students encountering new material

At Level
Intermediate-level activities designed for average students

Above Level
Challenging activities designed for honors and gifted-and-talented students

Standard English Mastery
Activities designed to improve standard English usage

Arkansas Curriculum Framework
Civics for Core Curriculum Grades 9-12
C.2.CCC.1; PPE.12.CCC.1; SG.8.CCC.1; SG.8.CCC.2

Key to Differentiating Instruction
NO MORE BULLYING Many schools across the nation have a problem with bullying. Perhaps bullying is a problem in your school. Maybe you or your friends have experienced this problem personally. One of the purposes of government is to pass laws that protect people’s rights and ensure their safety. How would you get your elected representatives to make a law to address the problem of bullying?

PERSUASIVE SPEECH You are a member of the House of Representatives. You have introduced a bill to protect students from bullying, and now that bill is coming up for debate. You must convince your fellow representatives that this bill should become a law. Prepare and give a speech persuading Congress to pass a law that addresses the problem of bullying in schools.

THE LEGISLATIVE BRANCH

Chapter Main Ideas

Section 1 Congress is divided into two houses, and members of each house must have certain qualifications.

Section 2 Congress is organized and led in a way that fosters democracy.

Section 3 Congress has many powers, but there are limits on these powers.

Section 4 To become a law, a bill goes through a process that involves several stages.

Analyzing Photos

This photo shows teenagers visiting the Capitol, where the U.S. Senate and House of Representatives meet.

• In what ways does Congress play an important role in American democracy? Congress is made up of members elected by American citizens. Therefore, American voters play a part in all the decisions Congress makes.

• In what ways does the Constitution affect the powers of the legislative branch? Possible answer: The Constitution gives Congress certain powers but also establishes checks and balances to limit those powers.
In this chapter you will read about Congress, the lawmaking body of the federal government. You will learn how senators and representatives are elected. You will learn about how work gets done in Congress. You will read about the authority that the Constitution has given to Congress and what powers it forbids. You will discover how bills get proposed to Congress. Finally, you will read about the legislative process in which a bill becomes law.

### Analyzing Cause and Effect

**FOCUS ON READING** Asking Why? and What are the effects? can help you understand how one thing leads to another. When you ask these questions as you read, you are analyzing causes and effects. Recognizing causes and effects can help you grasp the significance of events and decisions.

**Cause and Effect Chains** A cause makes something happen, which is an effect. That effect can then cause another effect. This is known as a cause and effect chain. Understanding cause and effects chains can help you see the chain of events that bring about changes in government.

For years the power of Congress to set its own salary was a controversial matter. In response to this debate, the Twenty-seventh Amendment to the Constitution was ratified in 1992. This amendment states that no increase in congressional pay raise can take effect until after the next congressional election. This condition allows voters to respond to the proposed increase by voting for or against those members who supported a pay increase.

- **Cause:** Congress sets its own salary
- **Effect:** Created controversy among voters
- **Effect:** 27th Amendment ratified
- **Effect:** Voters can vote for or against members who support a pay increase

### Helpful Hints for Analyzing Cause and Effect

1. Ask why an event happened to figure out the cause.
2. Keep asking why until you trace back to the first cause.
3. To determine an effect, ask what happened as a result of an event.
4. Keep asking yourself what happened next to understand the entire chain.

### Understanding the Skill

Make sure students understand the ways to determine causes and effects. Help them see that identifying one cause or effect may lead to more questions about other causes and effects. Encourage students to continue asking Why? and What are the effects? about the answers to their original questions until they feel that they have found the main cause or effect.

**Activity Determine Causes** Have students practice writing why questions to determine causes. Tell them to work with a partner to write at least five questions beginning with why about either a recent or a historical event. Encourage students to answer as many of their questions as possible to determine causes for the event. Make sure they understand that an event may have multiple causes. Invite volunteers to share their events, questions, and causes with the class.
Every 10 years, after the census is taken, Congress determines how the seats in the House are to be apportioned, or distributed. If a state’s population decreases, the number of its representatives may be reduced. States whose populations grow may be entitled to more representatives . . .

Many of these congressional districts have very oddly shaped boundaries. A practice called gerrymandering is often the reason. **Gerrymandering** is the practice of drawing district lines that favor a particular political party, politician, or group of people. For example, a state legislature made up of mostly one party might draw district lines that place a majority of their supporters in as many districts as possible.

**After you have read the passage, answer the following questions.**

1. **What cause is discussed in the first paragraph?** What are its effects?

2. **Draw a cause and effect chain that shows the events described in the first paragraph.**

3. **What main effect is discussed in the second paragraph?**

4. **What is the final effect?** Draw a cause and effect chain to illustrate this paragraph.

---

**You Try It!**

The following passage is from the chapter you are about to read. As you read each paragraph, try to identify the cause and the effects of what is being discussed. Read it and then answer the questions below.

---

**You Try It!**

The following passage is from the chapter you are about to read. As you read each paragraph, try to identify the cause and the effects of what is being discussed. Read it and then answer the questions below.

---

**As you read Chapter 5, look for cause and effect chains.**

---

**Teaching Tip**

Tell students that certain words and phrases can act as clues to help them determine cause and effect. The terms *because, caused, due to, led to,* and *resulted* are examples of such possible clues. Suggest that students also look for events that happened in sequence to determine if an earlier event caused a later one.

---

**Answers**

1. **cause:** the census; **effect:** how the seats in the House of Representatives are apportioned **2.** Chains will vary but should show that population increases and decreases are reflected in the census, which determines the number of representatives for each state.

3. **drawing congressional district lines that favor a particular party, politician, or group of people**

4. **congressional districts have oddly shaped boundaries**
Why It Matters
Ask students to imagine that they have one of the most important jobs in government. Tell them that they work long hours to help people, and that they are paid well for their efforts. Ask students how they feel about this job. Now tell them that every two years they have to battle to keep their job for only another two years. How do they feel now? Explain to students that members of the House of Representatives face exactly this situation.

Key Terms
Preteach the following terms:
- **bicameral legislature** lawmaking body of two houses (p. 136)
- **apportioned** distributed (p. 136)
- **gerrymandering** drawing district lines that favor a particular political party, politician, or group of people (p. 137)
- **immunity** legal protection (p. 138)
- **expulsion** when a person must give up his or her seat in Congress (p. 139)
- **censure** formal disapproval of the actions of a member of Congress (p. 139)

Taking Notes
As you read, take notes on the Senate and the House of Representatives. Use a chart like this one to record your notes.

<table>
<thead>
<tr>
<th>U.S. Congress</th>
<th>Two Houses</th>
<th>Congress Members</th>
</tr>
</thead>
<tbody>
<tr>
<td>House of Representatives: 435 members, states represented based on population, two-year terms</td>
<td>Must be a certain age, U.S. citizen, and legal resident of state represented</td>
<td></td>
</tr>
<tr>
<td>Senate: two members per state (100 total), six-year terms</td>
<td>Receive yearly salary of $162,100 and other benefits</td>
<td></td>
</tr>
<tr>
<td><strong>Focus Questions</strong></td>
<td><strong>Key Terms</strong></td>
<td></td>
</tr>
<tr>
<td>1. What are the two houses of Congress?</td>
<td>bicameral legislature, p. 136</td>
<td></td>
</tr>
<tr>
<td>2. What are the qualifications, salaries, and rules of conduct for members of Congress?</td>
<td>apportioned, p. 136</td>
<td></td>
</tr>
<tr>
<td>3. <strong>The Senate and the House of Representatives</strong></td>
<td>gerrymandering, p. 137</td>
<td></td>
</tr>
</tbody>
</table>

Two Houses of Congress
Congress is the lawmaking body of the federal government. The Constitution states that the Congress shall be composed of two houses—the Senate and the House of Representatives.

Why is Congress divided into two houses? The framers of the U.S. Constitution wanted to make sure that both small and large states would be fairly represented. So they created a bicameral legislature, a lawmaking body of two houses. Membership in the House of Representatives is based on state population. In the Senate, each state is represented equally. The system also allows each house to check the actions of the other.

The House of Representatives
According to the Constitution, the number of representatives each state can elect to the House is based on the state’s population. Each state is entitled to at least one representative. Washington, D.C., Guam, American Samoa, and the Virgin Islands each have one nonvoting delegate in the House.

Today there are 435 members in the House. Why 435 members? In 1789, when the first Congress met, the Constitution allowed for 65 representatives in the House. Each state elected one representative for every 30,000 people in the state. However, as new states joined the Union and the population increased, membership in the House kept growing. Eventually, Congress had to limit the size of the House to 435 members.

Every 10 years, after the census is taken, Congress determines how the seats in the House are to be apportioned, or distributed. If a state’s population decreases, the number of its representatives may be reduced. States whose populations grow may be entitled to more representatives.

Teach the Main Idea
1. **Teach** Ask students the Reading Focus questions to teach this section.
2. **Apply** Tell students to create a graphic organizer with two boxes. One box should be labeled “House of Representatives,” and the other should be labeled “Senate.” As students read the section, have them fill in this graphic organizer with information about the House of Representatives and the Senate.
3. **Review** To review the section’s main ideas, lead a discussion on the similarities and differences between the two houses of Congress.
4. **Practice/Homework** Have students write a short essay on which house of Congress they would rather belong to. Essays should explain students’ reasons as well as stating a preference. Remind students to describe how members of their chosen house help their constituents.
Gerrymandering

Every 10 years, after a national census, Congress apportions representatives to the House based on population. California, with 53 representatives, has the most, while Montana and six other states have only 1 representative.

California

Number of Representatives: 53
Area of State: 163,707 square miles
Population (2000): 33,830,798

Montana

Number of Representatives: 1
Area of State: 145,556 square miles
Population (2000): 906,316

Voters elect their representative according to the congressional district in which they live. Each state’s legislature is responsible for dividing the state into as many congressional districts as it has members in the House of Representatives. District boundaries must be drawn so that each district is almost equal in population.

Many of these congressional districts have very oddly shaped boundaries. A practice called gerrymandering is often the reason. Gerrymandering is the practice of drawing district lines that favor a particular political party, politician, or group of people. For example, a state legislature made up of mostly one party might draw district lines that place a majority of their supporters in as many districts as possible.

Elections for members of the House of Representatives are held in November of even-numbered years. All representatives are elected for two-year terms. If a representative dies or resigns before the end of a term, the governor of the representative’s home state is required to call a special election to fill the vacancy.

The Senate

The Senate is much smaller than the House of Representatives. No matter what its population, each state is represented by two senators. As a result, today’s Senate has 100 members—two senators from each of the 50 states.

Senators are elected to Congress for six-year terms. Elections are held in November of each even-numbered year. However, only one-third of the Senate’s membership comes up for election every two years. Organizing elections in this way ensures that at least two-thirds of the senators have prior experience. If a senator dies or resigns before the end of a term, someone must take his or her place.

The District of Columbia does not have a voting representative in Congress.

Info to Know

The Capitol Building The U.S. Capitol building is about 750 feet long, 350 feet wide, and 288 feet high. This vast space is divided between ceremonial uses, congressional offices, and meeting chambers. The chambers of the House of Representatives are in the south wing on the second floor, while the Senate meets in the north wing. When Congress is in session, visitors and the press can watch the proceedings of either house from galleries on the third floor.

Answers

Analyzing Visuals California, Texas, New York, Florida, Illinois and Pennsylvania (tied)
Most states allow the governor to appoint a person to fill the vacancy until the next regular election or until a special state election is held.

Do you think that members of Congress should be allowed to serve for an unlimited number of terms? Many people believe that the number of terms should be limited. However, the Supreme Court disagrees. In 1995 the Court ruled that such term limits for federal offices are unconstitutional. The Constitution reserves to the people the right to choose their federal lawmakers, and term limits would infringe upon this right, the Court ruled.

**READING CHECK**

Analyzing Information Why does the Constitution specify different ways to determine the number of terms for the House and for the Senate?

**PRIMARY SOURCE**

**POLITICAL CARTOONS**

**Term Limits**

Term limits would restrict the number of terms a representative could serve in a particular office. While many states have term limits, there are none for members of Congress.

**ANALYZING POLITICAL CARTOONS**

What point do you think this cartoon is trying to make about term limits? Do you agree? Why or why not?

**Members of Congress**

Members of Congress have certain requirements they must meet. They also receive a set salary and benefits and must agree to uphold a code of conduct in order to be eligible to hold office.

**Qualifications of Members**

To be a representative in the House of Representatives, the Constitution requires that you:

1. be at least 25 years old;
2. have been a citizen of the United States for at least seven years; and
3. be a legal resident of the state you represent. (Most representatives live in the district from which they are elected. However, the Constitution does not require this.)

The qualifications for members of the Senate differ slightly from those of the House. To be a U.S. senator you must:

1. be at least 30 years old;
2. have been a citizen of the United States for at least nine years; and
3. be a legal resident of the state you represent.

**Salary and Benefits**

As of January 2006, each member of Congress receives a yearly salary of $165,200. Members of Congress have offices in the Capitol Building and receive an allowance to pay staff members. Members of Congress receive free trips to their home state, an allowance for local district offices, and a stationery allowance. In addition, they have the franking privilege—the right to mail official letters or packages free of charge.

Members of Congress also have immunity, or legal protection. Immunity means that when Congress is in session its members cannot be arrested in or on their way to or from a meeting in Congress. This protection ensures that Congress members are not unnecessarily kept from performing their duties.
**Rules of Conduct**

Both houses of Congress have the right to decide who shall be seated as members. Sometimes members of the Senate or the House question the qualifications of a newly elected member of Congress. For example, in 1996, Republican Representative Robert Dornan challenged the election of Democrat Loretta Sanchez. In such a case, the member may not be seated until an investigation of the charges is made. The House considered Dornan’s challenge and eventually ruled that Sanchez was the winner.

The Supreme Court may review the actions of Congress in this regard. Congress seldom has refused to seat one of its members.

The House and Senate have passed codes of conduct for their members. These codes establish limits to the amount of outside income a member of Congress may earn and requires members to make a full disclosure of their financial holdings.

What would happen if a member of Congress violated the code of conduct? The Constitution allows both houses of Congress to discipline its members. A person who is accused of a serious offense might be expelled from office. **Expulsion** of a member means that the person must give up his or her seat in Congress. Expulsion from the Senate or House requires a vote of two-thirds of the senators or representatives.

Expulsion is rare. Only five House members have been expelled, the last one in 2002. In the Senate, 15 members have been expelled. The last senator expelled was Jesse D. Bright in 1862. He was expelled for supporting the Confederacy.

Less serious offenses may bring a vote of **censure**, or formal disapproval of a member’s actions. A censured member must stand alone at the front of the House or Senate and listen as the charges against him or her are read.

Since 1789, the Senate has censured only 9 of its members, the last one in 1990. The House has censured 22 of its members.

**SECTION 1 ASSESSMENT**

**Reviewing Ideas and Terms**

1. a. **Define** Write a brief definition for each of the following terms: **bicameral legislature**, **apportioned**, and **gerrymandering**.
   
   b. **Analyze Information** If a senator dies or resigns before the end of a term of office, the seat must be occupied. Why do you think this law exists?
   
   c. **Make Predictions** What might have happened if the House of Representatives had never been formed and only the Senate represented the people?

2. a. **Define** Write a brief definition for each of the following terms: **immunity**, **expulsion**, and **censure**.
   
   b. **Defend a Point of View** Do you think members of Congress should be required to make a full disclosure of their financial holdings? Why or why not?

**Critical Thinking**

3. **Comparing and Contrasting** Use your notes and a graphic organizer like this one to identify the similarities and differences between the House of Representatives and the Senate.

   ![House-Both-Senate](image)

   **Focus on Writing**

4. **Supporting a Point of View** Where do you stand on congressional term limits? Write a position statement agreeing or disagreeing with the Supreme Court’s decision on the issue of congressional term limits.

**Section 1 Assessment Answers**

   
   b. Possible answer: so each state will always have an equal and fair number of representatives
   
   c. Students’ answers will vary but should show understanding of the differences between the houses of Congress.

   
   b. Answers will vary but should show that this requirement is meant to give people information about elected officials, such as their connections to businesses and other organizations.

3. Similarities: both part of Congress, members are elected, members have to be legal resident in the state they represent, members receive same salary; differences: states represented by population in House, but represented equally in Senate; different age requirements and citizenship requirements

4. Students’ position statements should consider the benefits and problems of Congressional term limits.

**Answers**

**Reading Check** senators: at least 30 years old, U.S. citizen for at least nine years, legal resident of state you represent; representatives: at least 25 years old, U.S. citizen for at least seven years, legal resident of the state you represent
How Congress Is Organized

Before You Read

The Main Idea
Congress is organized in a way that allows its members to consider and pass legislation without each member having to do everything.

Reading Focus
1. What are the terms and sessions of Congress?
2. How is Congress organized?

Key Terms
sessions, p. 140
caucuses, p. 141
president pro tempore, p. 141
whip, p. 142
Speaker of the House, p. 142

Civics in Practice
What if you had to remember to breathe, digest, and circulate blood? Your body is organized so that everything works together to keep you going. Similarly, if every member of Congress had to deal with every legislative detail, government would grind to a halt. To avoid this, Congress divides the workload.

Terms and Sessions
Under the Twentieth Amendment, a term of Congress begins at noon on January 3 of every odd-numbered year. The first term of Congress was in 1789. The Congress whose term lasts from 2009 to 2011 is the 111th Congress. The Constitution requires Congress to meet at least once each year. So each term of Congress is divided into two sessions, one for each year of the term. Each session begins on January 3 (unless Congress chooses another date). When Congress finishes its legislative work, both houses adjourn and the session is ended. In unusual circumstances, the president may call one or both houses back into a special session after they have adjourned. Although each house usually meets by itself to conduct business, the two houses occasionally meet together in what is called a joint session.

Teach the Main Idea
How Congress Is Organized

1. Teach Ask students the Reading Focus questions to teach this section.
2. Apply Ask students to write a one-sentence summary of both major heads in the chapter.
3. Review Have students exchange sentences with a partner and make sure his or her summaries are correct. Tell students that they should suggest any additions or changes to their partner’s sentences in a respectful way.
4. Practice/Homework Have students write a short skit illustrating ways Congress is organized. Characters in the skit may be House or Senate leaders, or they may be other members taking part in congressional sessions.
For example, when the president delivers the State of the Union address each year, all the members of the House and the Senate meet in the House chamber to hear the speech.

**Reading Check**  Contrasting. What is the difference between a regular session and a special session of Congress?

**Organization of Congress**

The Constitution has only three rules about how Congress should be organized. First, it directs the House of Representatives to select a presiding officer. Second, it names the vice president of the United States as president of the Senate. Third, it calls for the selection of a senator to preside in the House chamber to hear the speech.

Shortly after the first day of each term, the Republican and Democratic members in each house gather separately in private meetings. These private meetings are called party **caucuses**. At these caucuses, the Republican members of each house choose their own leaders, and the Democratic members do the same. The political party that has the most members in each house is known as the majority party. The political party that has fewer members is called the minority party.

**Organization of the Senate**

The vice president of the United States does not usually preside over the daily meetings of the Senate. Instead, the majority party elects one of its members to be the **president pro tempore**. Pro tempore is a Latin phrase meaning for the time being. Each party has its floor leaders, known as the majority leader and the minority leader.

**Analyzing Visuals** In what ways is the organizational structure of the Senate similar to that of the House of Representatives? In what ways are they different?
Focus on Ileana Ros-Lehtinen (1952– )
Born in Havana, Cuba, Ileana Ros-Lehtinen immigrated to the United States at the age of seven. U.S. Representative Ros-Lehtinen became the first Latina elected to the Florida House of Representatives in 1982. In 1989 Ros-Lehtinen also became the first Latina elected to the U.S. Congress, as well as the first Cuban American elected to Congress. As an advocate for human rights and democracy, Representative Ros-Lehtinen helped pass the Cuban Democracy Act, which seeks to improve the lives of Cuban citizens. She is also committed to the effort to preserve and protect the Florida Everglades.

Draw Conclusions Why do you think Ros-Lehtinen supported the Cuban Democracy Act?

Each party’s floor leader is assisted by a party whip. The whip’s job is to count votes, encourage party loyalty, and ensure that the party’s members are present for important votes.

The Senate has about twenty committees that consider legislation and hold hearings. Each committee has one or more subcommittees that may consider legislation before it is taken up by the full committee. Each committee and subcommittee has a chairperson, who is a member of the majority party, and a ranking minority member. The ranking minority member is the highest ranking (and usually longest serving) member of the minority party on a committee or subcommittee.

Organization of the House of Representatives
The person who presides over the House when it is in session is the Speaker of the House. The Speaker, who is always a member of the majority party, is the most powerful officer in the House. For example, no representative may speak until called on, or recognized, by the Speaker. The Speaker also influences the order of business in the House.

The committee structure in the House is generally similar to the committee structure in the Senate, with about two dozen committees, their subcommittees, committee chairpersons, and ranking minority members. The names of the House committees are often different from the names of the Senate committees, but the basic organization is the same.

Reading Check Summarizing How is each house of Congress organized?
The Powers of Congress

Who decides how to spend the money in your house? In many families, it is a team discussion. Some bills must be paid now, while some can be paid later. It’s that way in government. Congress collects money through taxes, decides how to spend it, and pays the bills. And these are only some of its powers.

Congressional Powers

Some of the powers of Congress have been expressly granted, or delegated, by the Constitution. Other powers are implied by the language of the Constitution. The Constitution also gives Congress impeachment power and specific special powers.

Delegated Powers

Article 1, Section 8, of the Constitution lists the powers delegated to Congress. These powers can be grouped into five general categories.

Financing Government The Constitution grants Congress the power to finance the federal government. In order to pay for government programs and defense, Congress has the authority to raise and collect taxes, to borrow money, and to print and coin money.

Key Terms

implied powers, p. 144
elastic clause, p. 144
impeach, p. 144
treason, p. 145

Taking Notes

As you read, take notes on the powers and limits of Congress. Use a chart like this one to organize your notes.

<table>
<thead>
<tr>
<th>Powers</th>
<th>Limits</th>
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<tbody>
<tr>
<td>Delegated powers</td>
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<tr>
<td>Implied powers</td>
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<td>Impeachment</td>
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<tr>
<td>Special powers of each house</td>
<td></td>
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<tr>
<td>Powers reserved for state governments</td>
<td></td>
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<tr>
<td>Passing types of laws forbidden by the Constitution</td>
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Why It Matters

Have students read the excerpt from Profiles in Courage, Primary Source Reading 66 in From the Source: Readings in Economics and Government and answer the questions. Then ask students to take a few moments to think of powers that they think senators should have. List students’ responses on the board. Ask students to explain how a senator should balance these powers with obligations to constituents and other interests. Tell students that the powers given Congress are limited partly to address this issue.

Key Terms

Preteach the following terms:
implied powers authority that Congress has claimed under the elastic clause (p. 144)
elastic clause part of the Constitution giving Congress the power to do any action relating to its delegated powers that it considers “necessary and proper” (p. 144)
impeach to accuse an office holder of misconduct (p. 144)
treason act that betrays or endangers one’s country (p. 145)

Taking Notes

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Teach the Main Idea

1. **Teach** Ask students the Reading Focus questions to teach this section.

2. **Apply** Tell students to create an outline of the section as they read.

3. **Review** Have volunteers share details from their outlines with the class about the powers of Congress and the limits on those powers.

4. **Practice/Homework** Have students use information from their outline to create a comic strip illustrating one of the powers of the House, the Senate, or the entire Congress.
Powers of Congress

Article I, Section 8 of the U.S. Constitution lists all the powers of Congress. The last power listed is “to make all laws which shall be necessary and proper” to execute all the other powers. Known as the elastic clause, this phrase gives the government the ability to expand to meet needs that the Founding Fathers could not have foreseen, such as the creation of a national system of highways.

Regulating and Encouraging American Trade and Industry Congress helps businesses by regulating trade with foreign countries and among the states and by passing laws that protect the rights of inventors.

Defending the Country Congress has the power to declare war and to maintain armed forces.

Creating Lower Courts Congress has the power to pass certain laws. To ensure that these laws are upheld, Congress has set up a system of national courts.

Providing for Growth Congress can pass laws to regulate immigration and naturalization. Congress is also given the power to govern the country’s territories and to provide for the admission of new states.

Implied Powers The Constitution states that Congress has the power “to make all laws which shall be necessary and proper for carrying into execution (carrying out) the foregoing powers.” This means Congress has been given the power to do any action relating to its delegated powers that it considers “necessary and proper.” The powers that Congress has exercised under this clause are called implied powers.

For example, Congress established national military academies to train officers for the armed forces. The Constitution does not specifically give Congress this power. However, Congress argued that establishing the academies is “necessary and proper” to ensure the defense of the United States.

The necessary and proper clause allows Congress to stretch delegated powers to cover many other areas. Because of its flexibility, the necessary and proper clause is also called the elastic clause.

Impeachment Power Congress has the power to impeach federal officials charged with serious crimes and bring them to trial. To impeach is to accuse an officeholder of misconduct.

Act Out the Powers of Congress

1. Organize the class into five groups. Assign each group one of the five delegated powers of Congress.

2. Have each group prepare a dramatic scene that illustrates its assigned power. The power itself must not be mentioned. You may choose to have students look through recent newspapers to gather information on current events that can be worked into the scenes.

3. Have the groups perform their skits in front of the class. Then ask the rest of the class to guess which power is being illustrated.

Answers

Analyzing Visuals Possible answer: Yes; people need to be able to travel easily through the country.
Congress may remove these officials from office if they are found guilty of serious crimes such as treason. **Treason** is an act that betrays or endangers one’s country.

The charges against an accused official must be drawn up in the House of Representatives. If a majority of representatives vote in favor of the list of charges, the official is impeached, or formally accused. The individual will then be put on trial. The procedure of drawing up and passing the list of charges in the House is called impeachment.

The trial on the impeachment charges is held in the Senate. During the impeachment trial, the Senate becomes a court. The vice president usually acts as the judge. However, if the president is impeached, the chief justice of the Supreme Court presides over the trial instead. Two-thirds of the Senate must find the official guilty before he or she can be dismissed from office.

Two presidents, Andrew Johnson and Bill Clinton, have been impeached. In 1868 President Johnson was found not guilty by only one vote. President Clinton was impeached in December 1998 on charges that he lied under oath and obstructed justice. The Senate found Clinton not guilty of both charges. In 1974 the threat of impeachment led President Richard M. Nixon to resign from office.

**Special Powers**

The Constitution gives each house of Congress certain special powers. For example, the House of Representatives must start all bills for raising revenue. The House also has the sole power to impeach public officials, and the House chooses the president if no presidential candidate receives enough electoral votes to be elected.

The Senate has four special powers.

1. All impeachment trials must be held in the Senate.
2. If no vice presidential candidate receives enough electoral votes to be elected, the Senate chooses the president.

**Presidential Impeachment Trials**

The 1868 impeachment trial of President Andrew Johnson was very public and very political. Johnson's impeachment stemmed from his violation of the Tenure of Office Act—and his unfriendly relationship with Congress. Despite these factors, the Senate adjourned the trial after acquittal votes on the first three of the 11 charges against Johnson.

President Bill Clinton's 1999 impeachment trial also caused a national sensation. As with Johnson, Clinton's relationship with some members of Congress complicated the obstruction of justice and perjury charges against him. Yet public approval ratings of the president remained high during the trial. Soon members of both parties realized that a two-thirds vote to convict was impossible. Clinton was acquitted on February 12, 1999.

**What Is Impeachment?**

Many people believe incorrectly that impeachment refers to the conviction and removal from office of high officials at the end of a trial. In fact, impeachment refers only to bringing those officials to trial. Impeached officials may subsequently either be found guilty or acquitted. If acquitted, an official remains in his or her position. If found guilty, he or she is removed from and disqualified from holding office. Even a guilty verdict in an impeachment does not lead directly to other criminal penalties.

**Debate the Power of Congress**

1. Divide students into two groups. Assign one group to support and one to oppose the following statement: The U.S. Congress has too much power.
2. Have each student collect three articles from newspapers or news magazines to support the assigned argument.
3. Give students time to meet with their groups to develop more arguments and examples to support their assigned position.
4. Have the two groups debate whether or not Congress has too much power. Remind them to use examples from their articles to support their arguments. **Verbal/Linguistic, Interpersonal**
Elaborate

Which amendment to the Constitution reserves some powers for the state governments? the Tenth Amendment

Elaborate

What might be an example of a law Congress could not pass? Answers will vary but should show students’ understanding of the limits on the powers of Congress.

Limits on Powers

The Constitution places limits on the powers granted to Congress. For example, the Tenth Amendment reserves some powers for the state governments. These reserved powers include the states’ authority to regulate and conduct elections, create and administer schools, and establish marriage laws. The Constitution also specifically forbids Congress from:

- Passing ex post facto laws—laws that apply to actions that occurred before the laws were passed
- Passing bills of attainder—laws that sentence people to prison without trial
- Suspending the writ of habeas corpus—removing the right to a court order, called a writ, requiring that a person be brought to court to determine if there is enough evidence to hold the person for trial
- Taxing exports
- Passing laws that violate the Bill of Rights
- Favoring trade of a state
- Granting titles of nobility
- Withdrawing money without a law

For further explanation of these restrictions, see the U.S. Constitution, pages 53–81.

SECTION 3 ASSESSMENT

Reviewing Ideas and Terms

1. a. Define Write a brief definition for each of the following terms: implied powers, elastic clause, impeach, and treason.
   b. Compare and Contrast How are the special powers granted to the Senate different than the special powers granted to the House of Representatives?
   c. Elaborate Why do you think the Senate must approve of certain high officials appointed by the president?

2. a. Recall What types of powers are reserved to the states under the Tenth Amendment?
   b. Analyze Information Why do you think Congress is prohibited from taxing exports?
   c. Elaborate Why do you think Congress is specifically forbidden from some actions?

Critical Thinking

3. Categorizing Using your notes and a chart like the one here, categorize the powers granted to the U.S. Congress.

   | Special Powers | Limits on Powers |

Focus on Writing

4. Evaluating Imagine that you are a Congress member who supports building a new military academy. Write a speech that explains why Congress has the power to set up this academy. Be sure to address the fact that the Constitution does not specify that Congress can do this.

Section 3 Assessment Answers

1. a. implied powers, p. 144; elastic clause, p. 144; impeach, p. 144; treason, p. 145
   b. Unlike the House, the Senate approves treaties and nominations of high officials, holds impeachment trials, and chooses the vice president if no candidate receives a majority of electoral votes. c. to check and balance the president’s power and to make sure all nominees are well-qualified

2. a. the authority to regulate and conduct elections, create and administer schools, and establish marriage laws b. Possible answer: It would harm trade. c. because those actions would violate states’ or citizens’ rights

3. Students should use the graphic organizer to explain the special powers of Congress and how congressional powers are limited.

4. Speeches will vary but should refer to Article I, Section 8 of the Constitution and the need for a new military academy.
Analyzing Advertisements

Learn
Advertisements are all around us—billboards on buses, bumper stickers on cars, and commercials on television or the radio. All of these advertisements have a common goal: to convince you to buy or support something. Manufacturers use advertisements to persuade you to buy their goods. Candidates running for office use ads to ask for your vote. To make a decision about whether to purchase a product or support a candidate, it is important to analyze advertisements carefully.

Practice
1. **Determine the message.** The purpose of an advertisement is to sell a product, service, or idea, whether a car, a movie, a slogan, or something else. When you view an advertisement, always identify what is being sold.
2. **Examine the information.** Advertisers often use facts and opinions to persuade us to support their product or idea. The facts might be statistics or evidence from research. Opinions might be quotes from people familiar with the product or idea. Determine what information can be proven.
3. **Identify techniques.** Advertisements use different methods to persuade us. Some advertisements appeal to our emotions or try to convince us that everyone supports the product or idea.
4. **Draw conclusions.** Carefully study the advertisement and the facts presented. Then, ask yourself whether you support the point of view of the advertisement.

Apply
Analyze the political advertisement below carefully. Use the example of an advertisement to answer the questions below.

1. **What is the “product” in this advertisement?**
2. **What facts does this advertisement present?**
3. **What does this advertisement win your support? Why or why not?**

Illustrated example of a political advertisement

Civics Skills Activity: Analyzing Advertisements

**Compare and Contrast Advertisements**
1. Have students find and cut out an advertisement from a newspaper or magazine.
2. Tell them to follow the steps listed on the page to analyze their advertisement.
3. Instruct students to form pairs and compare what they have learned about their advertisements. Tell them to list at least two ways their advertisements are similar and two ways they are different. If students are having trouble, suggest that they examine the advertisements’ message, information, techniques, and effectiveness.
4. Invite volunteers to share the similarities and differences they found. As a class, try to come up with generalizations about advertisements based on these findings.

**Answers**
Apply 1. Maria Sandoval, a candidate for the U.S. Congress; points to her past and possible future achievements
2. **Facts:** Maria Sandoval raised the minimum wage, increased health care benefits, and increased school funding when she was governor. 
Opinion: Maria Sandoval is the right choice for working Americans.
3. Students’ answers will vary but should show understanding that the advertisement does not present balanced information.
How a Bill Becomes a Law

Before You Read

The Main Idea
To become a law, a bill goes through a multistage process involving both houses of Congress.

Reading Focus
1. How does a bill begin?
2. How do the House and the Senate consider a bill?
3. In what ways can the president act on the bill?

Key Terms
bill, p. 148
appropriation bill, p. 148
act, p. 148
filibuster, p. 150
closure, p. 150
veto, p. 152
pocket veto, p. 152

Civics in Practice

If you asked your classmates what single change would improve your school, you might get 20 different ideas. If you asked every student in your school, you would get even more ideas. Some ideas would be better than others. Which idea would you try to put into effect? This is the job of Congress—its members have many ideas for legislation but must decide which ideas deserve to become laws.

How a Bill Begins

A bill is a proposed law. Getting a bill passed is a long and difficult process. This careful process helps ensure that the country’s laws will be sound ones.

Congress Considers Legislation

Each year the Senate and the House of Representatives consider thousands of bills. A bill can be introduced in either house. The only exception to this rule is an appropriation bill, or bill approving the spending of money, which must begin in the House of Representatives. Both the House and Senate must pass the bill. Once passed, the bill can be signed by the president and become a law. A law is also known as an act.

Sources of Legislation

Where do the ideas for these bills begin, or originate? Ideas come from several sources, including U.S. citizens, organized groups, congressional committees, members of Congress, and the president.

When a large number of constituents, or citizens of a Congress member’s district, requests a law, the Congress member usually listens. If the member of Congress agrees, he or she then introduces a bill that reflects the constituents’ ideas.

Sometimes members of Congress introduce bills because certain groups ask them to do so. For example, businesspeople may want to limit competition from industries in other countries. Labor groups may call for laws establishing improved working conditions or higher hourly wages.

Bills can originate from members of Congress themselves. Congress members often become experts in certain fields. A representative who has experience with farming issues, for example, may introduce a bill to fund an agriculture program.

Perhaps the most influential person to introduce a bill is the president. Early in each session, the president appears before a joint session of Congress and the president has the floor to explain the need for a bill. The president may outline a bill to improve a law. He or she may call for a law that is needed in the United States or in other countries.
This law did not pass through the usual process of introduction, readings, committee review, and floor debate. Instead, Senator Robert Byrd of West Virginia added it as a rider to a 2005 federal appropriations bill. A rider is an amendment to a funding bill and is used to pass legislation unrelated to the main bill. Opposing and defeating a rider can potentially jeopardize the passage of the original bill.

Most Americans agree that learning about the Constitution is important. Some people argued that in passing the rider, however, Congress used powers reserved to the states by requiring the teaching of a session of Congress to deliver the State of the Union address. In this speech the president recommends laws that he or she believes are needed to improve the country’s well being. Members of Congress who agree with the president soon introduce many of these ideas as bills.

Key Concept 1. How a Bill Begins

**Draw Conclusions** Why do you think members of Congress often introduce bills based on the president’s ideas? Possible answers: Congress members might agree with the president on the issue or want the president’s support on other issues.

**Elaborate** How might you influence your senator or representative to introduce a bill? Possible answer: by writing an e-mail or letter and organizing people to support the bill.

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**Create a Public Service Announcement**

1. Organize the class into small groups. Ask students to imagine that they are members of an advertising team that has been asked to create a public service announcement explaining to the public how ideas for bills originate.

2. Have each group create an advertising jingle to accompany its announcement. Remind students that jingles should be informative and easy to remember.

3. Ask volunteers to share their group’s jingle with the class. *Auditory/Musical, Verbal/Linguistic*

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Answers

**Evaluating the Law** Possible answer: yes, because they are not unconstitutional

**Reading Check** U.S. citizens, organized groups, congressional committees, members of Congress, the president.
Reading Skill

Activity After students have read the text under the heading The House and the Senate Consider the Bill, ask them the following questions about cause and effect:

• What is the desired effect of a filibuster? to delay the vote on a bill
• What must happen in order for a bill to make it the Senate? It must first pass through committee and the House.

Info to Know

Constitution Day The U.S. Constitution was signed on September 17, 1787. Since 1952, this day has been known as “Citizenship Day.” In 2005 Senator Robert Byrd’s amendment to a budget act changed the day’s name to “Constitution and Citizenship Day.” The amendment also required all schools that receive federal funding to teach about the Constitution on that day. In 2005, institutions ranging from public elementary and high schools to cosmetology schools to Yale University sponsored Constitution Day activities such as lectures and quizzes.

Usually the subject of the bill determines which committee will study it. The committee may then refer the bill to a subcommittee for review. Sometimes, a bill is set aside and is never returned to the floor for action. This action effectively kills the bill. If the bill is not set aside, the committee holds hearings on the bill. At the hearings the committee calls witnesses to testify for and against the bill. These witnesses give committee members the information they need to recommend that the bill be accepted, rejected, or changed. After the hearings, the committee may pass the bill without changes, make changes and pass the bill, or vote to kill the bill.

The House Acts on the Bill

In the House, if the committee recommends the bill, it is officially reported out of committee. The bill is sent back to the House of Representatives and placed on the House calendar. The calendar is the schedule that lists the order in which bills have been reported out of committee. However, bills do not usually come to the floor in the same order in which they appear on the schedule. The Speaker of the House determines when or if a bill will reach the floor and where it will be debated.

Before the House begins debate on the bill, the House Rules Committee decides how much time will be given to debate the bill. The time to be spent in debate, or discussion, is divided evenly between supporters and opponents of the bill. House members may offer amendments to the bill, but the amendments must be relevant to the bill.

For the debate on some legislation, the House acts as a Committee of the Whole, which means that all the members act as one large committee. Amendments may be offered, but not always. Debate on each amendment is limited, and then a vote is taken on the amendment. When all discussion is finished and all amendments considered, the bill as a whole is voted on.

A quorum, or majority of the members, must be present in order to do business. When action has been completed on amendments, the House is ready to vote on the entire bill. In most cases, a majority is needed to pass a bill. If the bill is an important one, a roll-call vote is taken. Each member’s name is called, and a record is made of his or her vote. If the bill passes the House, it is then sent to the Senate for consideration.

The Senate Acts on the Bill

Whether a bill is introduced in the Senate or is a bill that has been passed by the House, it goes through the same steps as a bill in the House. The bill is read and is sent to a committee. After committee hearings and any revisions, the bill is sent back to the Senate for a vote.

Unlike members of the House of Representatives, senators usually are not limited in their debate of a bill. In the Senate, speeches may last a long time. To prevent the Senate from taking a vote on a bill, some senators may threaten to talk for many hours, thereby “talking the bill to death.” This method of delay is called a filibuster. Debate in the Senate, including filibusters, can be limited only if at least three-fifths of the full Senate vote to limit it. The legislative procedure for ending debate in the Senate and taking a vote is called cloture. After senators finish their debate on the bill, a vote is taken.

The Final Bill Is Sent to the President

When a bill passes the House and Senate in identical form, it is ready to be sent to the president. However, the two houses often pass different versions of the same bill. To reconcile any differences, the bill is sent to a conference committee. A conference committee is made up of an equal number of senators and representatives who work to reach a compromise on the bill. The compromise bill is sent back to both houses, which usually approve the work of the conference committee.

Collaborative Learning

Vote on Committee Bills

1. Organize the class into groups of three or four students. Assign each group a different House of Representatives committee. Ask students to imagine that they are members of that committee considering a bill.

2. Distribute copies of a recent bill for students to use as a model. Then have each group draft a bill on an idea appropriate to their committee. Have groups give their bills titles, numbers, and cosponsors.

3. Have each group present its bill to the class. Allow members of the class to suggest amendments and discuss the bill before holding a final vote. Introduce and have students use basic parliamentary procedure for this discussion. For example, have students address their comments only to the Chair and raise points according to standard rules of order.

Answers

Reading Check The bill is sent to a committee before being debated and voted on in the entire House or Senate.

Reading Check: Summarizing Describe the process that a bill goes through in Congress.
How a Bill Becomes a Law

Every law begins by passing through the House and Senate as a bill. A bill may be introduced into the House and Senate at the same time, or it may pass one house and then move to the other.

**Quick Facts**

1. A constituent or another individual approaches a Congress member with an idea for a bill.
2. After passing both houses, the two versions are merged into one bill for the president to sign or veto. With a two-thirds majority, Congress can override even a presidential veto.

**Why do you think a conference committee is needed to merge the House and Senate bills?**

**Linking to Today**

**The Power of the Chair**

After a bill is introduced, it is sent to a standing committee. Once there, the fate of the bill may well rest in the hands of the committee chair. As Woodrow Wilson once remarked, “I know not how better to describe our form of government than by calling it a government by the Chairmen of the Standing Committees of Congress.” In 2005 there were 14 standing committees in the Senate and 20 standing committees in the House of Representatives. There were also four joint committees with members from both houses.

**Info to Know**

“**There Oughta Be a Law**” Citizens’ ideas can inspire bills at the local and state levels as well as the national level. To encourage citizens to share their ideas, California assembly-member Joe Simitian sponsored a contest called “There Oughta Be a Law.” Contest entrants suggested bill ideas, and winners’ bills were introduced in the California Assembly. By 2004, six contest-winning bills had become California law.

**Interactive Art**

Have students visit go.hrw.com (Keyword: SZ7 CH5) to use an interactive version of “How a Bill Becomes a Law.”

**Answers**

**Analyzing Visuals** to make sure both houses approve the same law
The President Acts on the Bill

Once both houses have agreed upon and passed a final version of a bill, it is sent to the president for approval. The president then may take one of three possible actions on a bill from Congress.

1. The president may sign the bill and declare it to be a law.
2. The president may refuse to sign the bill. Instead, the bill is sent back to Congress with a message giving the president's reasons for rejecting it. This action is called a veto.
3. The president may choose to keep the bill for 10 days without signing or vetoing it. If Congress is in session during this 10-day period, the bill becomes a law without the president's signature. However, if Congress is not in session and the president does not sign the bill within 10 days, it does not become a law. Instead, the bill has been killed by a pocket veto. Presidents do not use the pocket veto often.

Congress has the power to pass a bill over a presidential veto by a two-thirds vote of both houses. However, it is usually difficult to obtain the necessary votes to override a presidential veto. If Congress thinks that there is strong public support for a bill, it may vote to override the president's veto.

Often the president is the nation's chief legislator, even though he or she is not a member of the legislative branch. A president generally has programs that he or she wants to pass, so the president can greatly influence the legislature's agenda. The president may offer legislation, and then request, suggest, or even demand that Congress pass it.

The long and involved process of making laws may seem slow. Yet it does provide a means of making necessary laws while at the same time preventing hasty legislation. The process ensures that bills signed into law are important and useful.

READING CHECK
Drawing Conclusions Why is it important for the president to have final approval over congressional legislation?

SECTION 4 ASSESSMENT

Reviewing Ideas and Terms
1. a. Define Write a brief definition for each of the following terms: bill, appropriation bill, and act.
   b. Summarize What are four sources of ideas for bills?
2. a. Define Write a brief definition for each of the following terms: filibuster and cloture.
   b. Draw Inferences and Conclusions Why is it necessary for a bill to be considered by a committee?
3. a. Define Write a brief definition for the terms veto and pocket veto.
   b. Summarize Explain the actions that the president can take on a bill.

Critical Thinking
4. Sequencing Using your notes and a graphic organizer like this one, identify the steps in the process of passing a bill into law.

Focus on Writing
5. Sequencing Imagine that you are a senator who has been invited to visit a school classroom. Write a presentation on how citizens can become involved in the process of recommending new laws.

Section 4 Assessment Answers
1. a. bill, p. 148; appropriation bill, p. 148; act, p. 148. Possible answers: citizens, organized groups, members of Congress, the president
2. a. filibuster, p. 150; cloture, p. 150. Possible answer: Committees make sure bills are needed and effective, as well as revise them. Students’ answers will vary but should show understanding of the process.
3. a. veto, p. 152; pocket veto, p. 152. The president can sign it into law, veto it, or not sign it.
4. Students should use the graphic organizer to identify the steps in the process of passing a bill into law.
5. Presentations will vary but should explain how a bill becomes a law and how citizens can participate in the process.
Interdisciplinary Connection: Focus on Language Arts

Writing a Law

“A student can make a difference in society,” said Tucson, Arizona, student Mounir Koussa. Other students in Ms. Cheri Bludau’s class also know that they have a voice in their community. In fact, they wrote a bill that is now Arizona state law.

Community Connection The Tucson students were concerned about bullying in schools. Some of the students had experienced bullying personally, and after the class researched the issue, all of the students learned how serious the effects of bullying can be. The class found out that students who are bullied are much more likely to miss school and develop other personal problems. What could these teens do about such a large challenge?

Taking Action With the help of State Representative David Bradley and the support of other legislators, the students wrote a bill as part of their participation in the Project Citizen program. It would let students report bullying without having to reveal their names, require teachers and other school staff to report bullying, require all reports of bullying to be investigated, and discipline those found guilty of bullying. Bradley submitted the bill to the Arizona House of Representatives almost exactly as the students wrote it. Tashina Sosa, one of the involved students, described what happened next as “a very long process. It’s like a never-ending thriller book.” For the Tucson students, the book had a happy ending. The bill passed in both houses of the Arizona legislature. Then on June 30, 2005, Governor Janet Napolitano signed the bill into law.

Info to Know

Bullying Bullying can take various forms and cause damage in many different ways. In addition to physical violence, bullying can include making threats, name-calling, excluding others, and spreading rumors. Students who bully others have an increased risk of skipping school, dropping out of school, drinking alcohol, smoking, and getting into fights. They may also be more likely to be convicted of a crime later in life. Victims of bullying may have trouble concentrating and getting schoolwork done, may be afraid to go to school, and may develop long-term problems such as depression and low self-esteem.

Students Take Action Activities

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Interview Adults about Dealing with Bullying

1. Organize students into groups of three or four. Tell students that each group will interview an adult on the subject of bullying.

2. Have each group choose an adult to interview. Groups should choose subjects who have a lot of experience with young people. Possible choices include teachers, school counselors, the principal, and parents. Then have students write appropriate questions to ask their interview subject. Suggest that questions focus on how this person recognizes and responds to bullying among the children or teens he or she supervises.

3. Have the groups conduct their interviews.

4. Ask a representative from each group to briefly summarize the group’s findings for the class. Then lead a class discussion on ways students themselves can help prevent and deal with bullying.

Answers

1. The students wrote the bill, which was introduced in and passed by the state legislature. 2. Answers will vary but should suggest problems in students’ school or community that a new law could address.
CHAPTER 5 REVIEW

Visual Summary
Use the visual summary to help you review the main ideas of the chapter.

The legislative branch, made up of the Senate and the House of Representatives, has certain powers defined by the Constitution, including passing bills into law.

Reviewing Key Terms
For each term below, write a sentence explaining its significance to the legislative branch of the U.S. government.

1. bicameral legislature
2. apportioned
3. gerrymandering
4. immunity
5. expulsion
6. censure
7. sessions
8. caucuses
9. president pro tempore
10. whip
11. Speaker of the House
12. implied powers
13. elastic clause
14. impeach
15. treason
16. bill
17. appropriation bill
18. act
19. filibuster
20. cloture
21. veto
22. pocket veto

Comprehension and Critical Thinking

SECTION 1 (Pages 136–139)
23. a. Summarize What is the difference between the way a state is represented in the House of Representatives and the way it is represented in the Senate?
b. Supporting a Point of View Which part of Congress, the House or the Senate, do you think is more important? Explain your answer.

SECTION 2 (Pages 140–142)
24. a. Recall What are the jobs of the floor leader and the whip in the legislative process?
b. Elaborate Why is most of the work of Congress done through committees?

25. a. Delegated powers are specified in the Constitution; the elastic clause gives Congress implied powers to take other necessary actions.
b. House: start bills for raising revenue, impeach public officials, choose president if no candidate has enough electoral votes; Senate: conduct impeachment trials, approve treaties and certain presidential appointments, choose vice-president if no candidate has enough electoral votes; Answers will vary.
SECTION 3 (Pages 143–146)
25. a. Describe What is the difference between Congress’s delegated and implied powers, and what does this have to do with the elastic clause?
   b. Explain What special powers does each house of Congress have, and why do you think each house has separate powers?

SECTION 4 (Pages 148–152)
26. a. Recall How do bills become laws, and what can the president do with a bill passed by Congress?
   b. Compare and Contrast What are the advantages and disadvantages of having Congress follow a lengthy and complex lawmaking process?

Civics Skills
Analyzing an Advertisement Review the advertisement below. Then answer the question that follows.

MARIA SANDOVAL
As governor, Maria Sandoval
• raised the minimum wage
• increased health care benefits
• increased funding to our schools

IMAGINE WHAT MARIA SANDOVAL COULD DO IN THE U.S. CONGRESS
The right choice for working Americans!

27. What is the purpose of this ad?
   a. To convince voters to support increased funding for schools
   b. To encourage voters to elect Maria Sandoval to Congress
   c. To convince voters to support Maria Sandoval for governor
   d. To convince voters not to elect Maria Sandoval

28. What does the phrase “The right choice for working Americans” mean? Give reasons for your answer.

Reading Skills
Analyzing Causes and Effects Use the Reading Skills taught in this chapter to answer the question about the reading selection below.

Reading Skills
29. According to the passage above, what is a cause of the structure of the legislative branch of the U.S. government?
   a. the House of Representatives
   b. the Senate
   c. small states and large states
   d. the desire for fair representation

FOCUS ON SPEAKING
30. Writing a Persuasive Speech First, decide whether you will deliver your speech about your legislation that protects students from bullying at a committee hearing or on the floor of the House. Then write a three-paragraph persuasive speech to your colleagues. Remember that you want the press and the public to know what you are proposing, too.

Using the Internet
31. Understanding Congress In each session, Congress makes decisions that affect not only national and world affairs, but also your life, your school, and your community. Who is making these decisions? Enter the activity keyword to compare and contrast the roles, requirements, and powers of both houses of Congress. Then create an illustrated diagram to present your information.

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Tips for Test Taking
Rely on 50/50 When students have no idea what an answer is for a multiple-choice question, tell them to do the following to make an educated guess:
• Read every choice carefully.
• Eliminate the least likely choice, then the next, and so on until one answer is left.
• Watch out for distracters—choices that are true but either too broad, too narrow, or not relevant.

Active Citizenship video program
Use the video A Passion for Politics to extend the Students Take Action feature in this chapter.

26. a. by being voted on by Congress and approved by the president; sign, veto, or not sign it
   b. Possible advantage: issues considered carefully; possible disadvantage: hard to deal with issues promptly

Civics Skills
27. b
28. Students’ answers will vary but should show understanding of the phrase and of the purpose of the ad.

Reading Skills
29. d

Focus on Speaking
30. Speeches will vary but should address the issue of preventing bullying to a committee hearing or the House floor.

Using the Internet
31. Go to the HRW Web site and enter the keyword shown to access a rubric for this activity.

Active Citizenship video program
Students may mention that they can make their voices heard as part of a youth coalition, from which legislators often draw inspiration and gauge young people’s opinion. Students may also cite their first-hand knowledge of the U.S. education system as an advantage.