

UNIT

2

# The National Government

## Why It Matters

In our federal government, the executive, legislative, and judicial branches share the responsibility of governing the nation. They derive their powers from the American people. We have a responsibility to learn about the officials who represent us and to express our views through voting.



Use the **American History Primary Source Document Library CD-ROM** to find primary sources about the federal government.

### ★ BE AN ACTIVE CITIZEN ★

As you study the national government, pay attention to primary sources around you, such as the important national issues discussed in the media. Consider how you would deal with them if you were a member of Congress. With a partner, prepare a speech outlining your proposal about a specific issue.



**The United States Capitol**

# Congress

## ★ CITIZENSHIP AND YOU ★

Congress represents the American people. When citizens express their views to members of Congress, they participate in the lawmaking process. Find out what legislation is pending in Congress and your representatives' positions on the issues. Investigate an issue and decide your position on it. Do you agree with your representatives?



To learn more about Congress, view the **Democracy in Action** video lesson 7: Congress at Work.

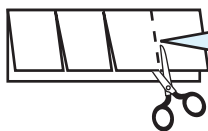
### FOLDABLES™ Study Organizer

**Summarizing Information Study Foldable** Make the following foldable to help you organize and summarize what you learn about the U.S. Congress.

**Step 1** Fold a sheet of paper in half from side to side.



**Step 3** Unfold and cut up along the three fold lines, cutting through just the top layer.



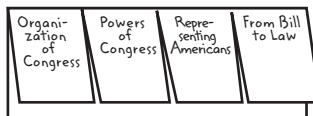
Make four tabs.

**Step 2** Turn the paper and fold it into fourths.



Fold in half, then fold in half again.

**Step 4** Label your foldable as shown.

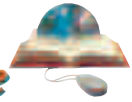


### Reading and Writing

As you read the chapter, write down what you learn about Congress under each appropriate tab. Focus on writing main ideas and supporting details you find in the chapter.



**CIVICS**  
*Online*



**Chapter Overview** Visit the *Civics Today* Web site at [civ.glencoe.com](http://civ.glencoe.com) and click on **Chapter Overviews—Chapter 6** to preview chapter information.

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# How Congress Is Organized

## GUIDE TO READING

### Main Idea

In Congress, members of each party select their own leaders and work mainly in committees to carry out their duties.

### Key Terms

bicameral, census, constituent, gerrymander, majority party, minority party, standing committee, seniority

### Reading Strategy

**Comparing and Contrasting Information**  
Create a chart similar to the one below. As you read, compare the House of Representatives to the Senate.

	House of Representatives	Senate
Size		
Term		
Powers of Leader		
Types of Committees		

### Read to Learn

- How is Congress organized?
- What role do committees play in Congress?



## Americans in Action

Senator Jon Kyl represents the people of the state of Arizona. Kyl, though, does much of his work for the people of Arizona miles and miles away in the nation's capital. How does Kyl know what the people he represents want? One way is through Kyl's official Web site. Arizonans and other interested people can contact Kyl through e-mail and learn about current legislation, college internships, casework, and tours. Check it out at [www.senate.gov/~kyl/services.htm](http://www.senate.gov/~kyl/services.htm)



Senator Jon Kyl

## Terms of Congress

Every year, inside the U.S. Capitol in Washington, D.C., 535 of our fellow citizens gather to make new laws and address countless issues facing our country. These are our elected representatives, the members of Congress.

The Framers of the U.S. Constitution intended to make the legislative branch of government more powerful than any other branch. In fact, Congress is described in the first part of the Constitution, Article I. As James Madison said, Congress is “the First Branch of this Government.”

Each term of Congress starts on January 3 of odd-numbered years (unless a different day is appointed) and lasts for two years. Each “new” Congress is given a number to identify its two-year term. For example, the first Congress met in 1789, and the 107th Congress began meeting in 2001.

Each term of Congress is divided into two sessions, or meetings. A typical session of Congress today lasts from January until November or December. Congress may also meet in times of crisis during special sessions. A joint session occurs when the House and Senate meet together. This usually occurs when the Congress gathers to hear the president's State of the Union address.

**Reading Check** **Identifying** Which article of the Constitution describes Congress?

## A Bicameral Legislature

As you'll recall from Chapter 3, one of the major conflicts at the Constitutional Convention in 1787 concerned state representation in Congress. While delegates from the smaller states wanted equal representation, delegates from the larger states wanted representation to be based on population. The resulting Great Compromise established Congress as a two-part, or **bicameral**, body, consisting of the House of Representatives and the Senate.

### The House of Representatives

The House of Representatives, the larger body of Congress, has 435 voting members, allotted to the states according to population. According to the Constitution, each state is entitled to at least one seat in the House, no matter how small its population. After each 10-year **census**, or population count taken by the Census Bureau, Congress adjusts the number of representatives given to each state.

Each state is divided into one or more congressional districts, or areas, with one representative elected from each district. State legislatures must draw the boundaries so that the districts include roughly the same number of **constituents**, or people represented. Sometimes states abuse this process by gerrymandering. A **gerrymander** is an oddly shaped district designed to increase the voting strength of a particular group. For example, if most of a state's representatives are Republican, they might draw the lines so that as many districts as possible have more Republican than Democratic voters.

Representatives serve two-year terms and may not be well known outside their districts. They usually focus on concerns in their districts, rather than the concerns of the state as a whole. This is as the Framers of the Constitution intended. They designed

Congress so that members of the House would be closer to the people than would members of the Senate.

### The Senate

The Senate has 100 members—2 from each of the 50 states. Each senator represents his or her entire state rather than a particular district.

Senators serve six-year terms, but elections are staggered so that no more than one-third of the senators are up for



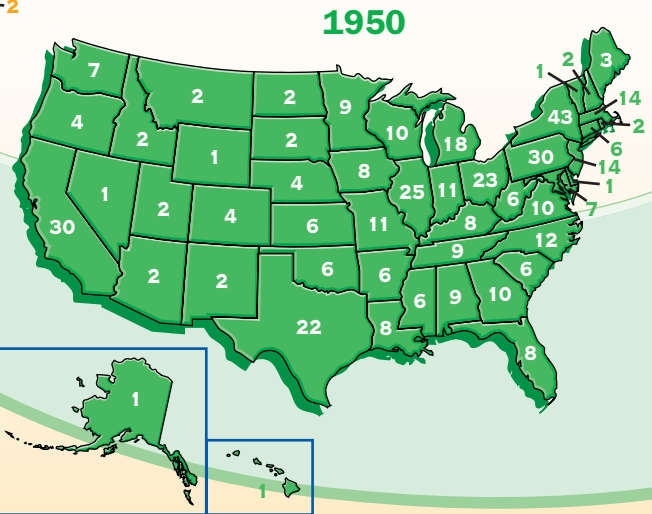
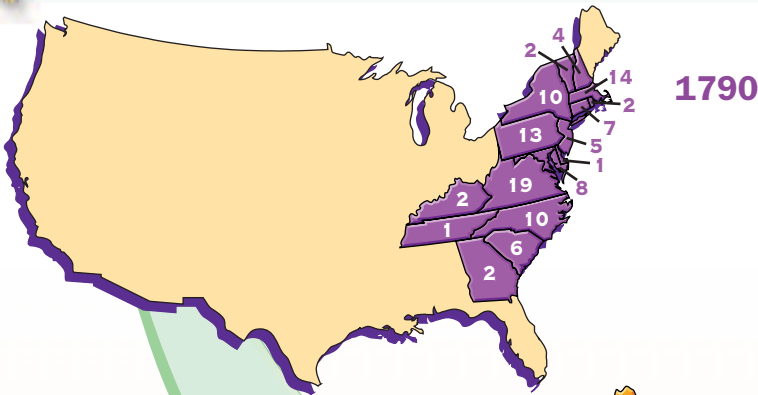
**Analyzing Visuals** In 1812 Governor Elbridge Gerry created a new voting district in Andover, Massachusetts. In response, artist Gilbert Stuart drew the outline of the district and added a head, claws, and wings. A newspaper editor named the fictional beast, which resembled a salamander, a “Gerrymander.” **What comment was Stuart making about the shape of the voting district that Governor Gerry created?**

# Congressional Apportionment, Selected Years

Online  
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**CLICK HERE**



reelection at any one time. This ensures a certain amount of stability and continuity.

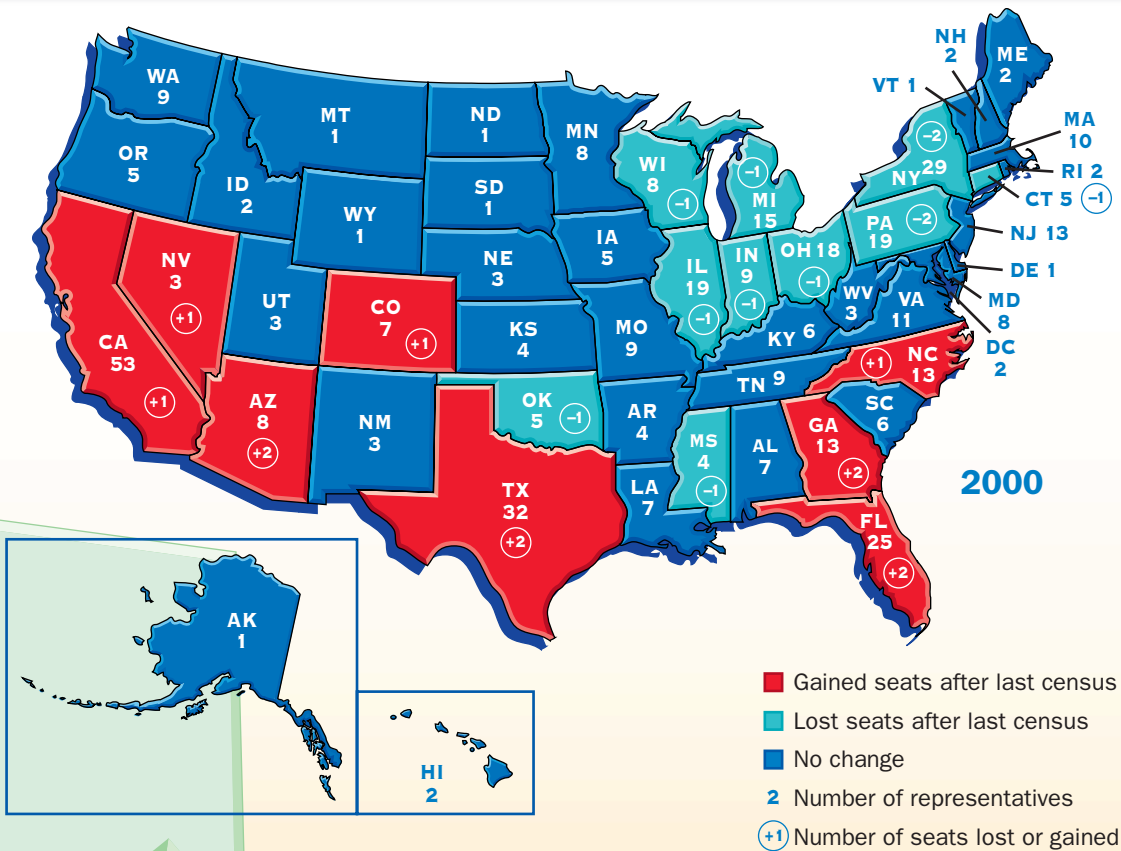
**Reading Check** **Comparing** Which is the larger body of Congress?

## Congressional Leaders

In both the House and the Senate, the political party to which more than half the members belong is known as the **majority party**. The other party is called the **minority party**. At the beginning of each term, the party members in each house choose leaders to direct their activities.

The Constitution states that the House “shall choose their Speaker and other officers.” Members of the majority party of the House choose the Speaker at a caucus, or closed meeting. The entire membership of the House then approves the choice of Speaker of the House.

The **Speaker of the House** is the most powerful leader within the House of Representatives. Always an experienced member of the majority party, the Speaker steers legislation through the House, is in charge of floor debates (those in which all representatives may participate), and influences most other House business. If



### Interpreting Maps

After the census of 2000, congressional representation in many states changed. Which states gained representatives?

anything happens to the president and vice president, the Speaker is next in line to become president, provided he or she is legally qualified.

Speakers today rely on their powers of persuasion as much as their formal powers to exercise influence. On a typical day, the Speaker may talk with dozens of members of Congress. Often the Speaker does this just to listen to requests for a favor. Former Speaker of the House Thomas P. “Tip” O’Neill once stated: “The world is full of little things you can do for people.” The Speaker, though, expects something in return—the representatives’ support on important issues.

The Senate has no leader with comparable power. The presiding officer is technically the vice president of the United States, called the president of the Senate. However, the vice president rarely attends Senate debates and votes only in case of a tie. The person who usually acts as chairperson of the Senate is the **president pro tempore** (or pro tem, for short). “Pro tempore” means “for the time being.” This position is typically filled by someone from the majority party and is more ceremonial than influential.

The real leaders in the Senate, and the most powerful players in the House of Representatives, aside from the Speaker, are



the floor leaders. Floor leaders try to make sure that the laws Congress passes are in the best interest of their own political party. The majority and minority floor leaders in each house speak for their parties on the issues, push bills along, and try to sway votes. Party “whips” help the floor leaders. They keep track of where party members stand on proposed legislation and round up their colleagues for key votes.

**Reading Check** **Describing** What do floor leaders do?

## Committees: Little Legislatures

The detailed work of lawmaking is done in committee rather than on the House or Senate floor. So many bills are introduced each year that few of them would be considered if the work were not divided among smaller groups of legislators.

### Types of Committees

Each house of Congress has both well-established, ongoing committees and those set up for a specific short-term purpose.

## Standing Committees

### HOUSE OF REPRESENTATIVES Standing Committees

- |                               |                                     |
|-------------------------------|-------------------------------------|
| ★ Agriculture                 | ★ Judiciary                         |
| ★ Appropriations              | ★ Resources                         |
| ★ Armed Services              | ★ Rules                             |
| ★ Budget                      | ★ Science                           |
| ★ Education and the Workforce | ★ Small Business                    |
| ★ Energy and Commerce         | ★ Standards of Official Conduct     |
| ★ Financial Services          | ★ Transportation and Infrastructure |
| ★ Government Reform           | ★ Veterans Affairs                  |
| ★ House Administration        | ★ Ways and Means                    |
| ★ International Relations     |                                     |

### Select and Special Committees

- ★ Intelligence
- ★ Aging
- ★ Ethics
- ★ Intelligence

### Joint Committees

- ★ Economic
- ★ Printing
- ★ Taxation
- ★ Library

### SENATE Standing Committees

- |   |  |
|---|--|
| ★ Agriculture, Nutrition, and Forestry  | ★ Foreign Relations                      |
| ★ Appropriations                        | ★ Governmental Affairs                   |
| ★ Armed Services                        | ★ Health, Education, Labor, and Pensions |
| ★ Banking, Housing, and Urban Affairs   | ★ Indian Affairs                         |
| ★ Budget                                | ★ Judiciary                              |
| ★ Commerce, Science, and Transportation | ★ Rules and Administration               |
| ★ Energy and Natural Resources          | ★ Small Business and Entrepreneurship    |
| ★ Environment and Public Works          | ★ Veterans Affairs                       |
| ★ Finance                               |  |

- ★ House Committee
- ★ Senate Committee
- ★ Joint Committee

### Evaluating Charts

Most of the legislative work of Congress is done in committees. Which Senate committee deals with appointments of judges to the federal courts?

The permanent committees that continue their work from session to session are called **standing committees**. The Senate has 17 standing committees and the House has 19, covering areas such as education, veterans affairs, and commerce.

Most standing committees are divided into smaller subcommittees that deal with more specialized issues. For example, the Senate Armed Services Committee has subcommittees on military readiness, personnel, and armament. Some subcommittees are very powerful. Others are not.

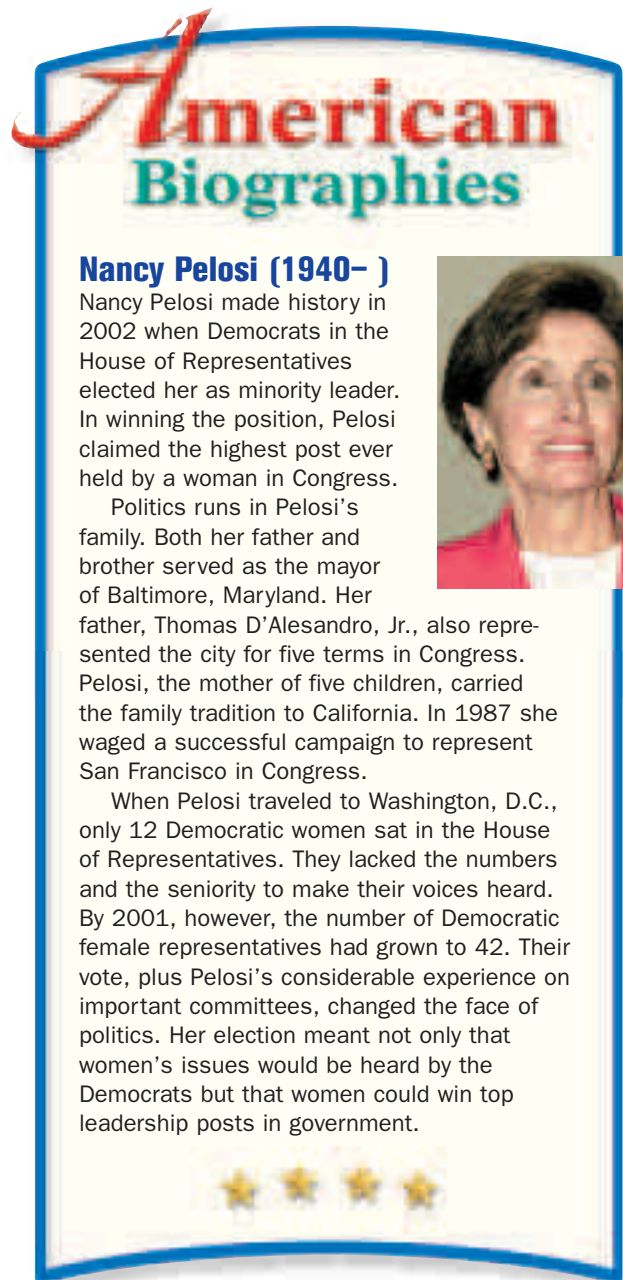
In addition to standing committees, both houses of Congress also have **select committees** that are created to do a special job for a limited period. In 1976, for example, the House formed the Select Committee on Assassinations to investigate the deaths of President John F. Kennedy and Dr. Martin Luther King, Jr. Like all select committees, the House Assassinations Committee disbanded when it finished its work.

The House and Senate have also formed four **joint committees**, which include members of both houses. The Joint Economic Committee reviews economic conditions and recommends improvements in economic policy. Other joint committees focus on federal tax policy, the Library of Congress, and the Government Printing Office.

A fourth type of committee is a temporary committee, the **conference committee**, which helps the House and Senate agree on the details of a proposed law. You will learn more about conference committees later in this chapter.



This 2001 coin commemorates the first meeting of Congress in the Capitol in 1800.

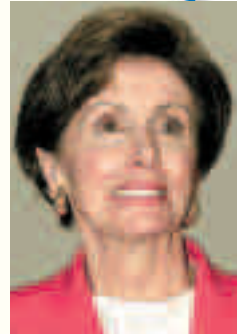


### Nancy Pelosi (1940- )

Nancy Pelosi made history in 2002 when Democrats in the House of Representatives elected her as minority leader. In winning the position, Pelosi claimed the highest post ever held by a woman in Congress.

Politics runs in Pelosi's family. Both her father and brother served as the mayor of Baltimore, Maryland. Her father, Thomas D'Alesandro, Jr., also represented the city for five terms in Congress. Pelosi, the mother of five children, carried the family tradition to California. In 1987 she waged a successful campaign to represent San Francisco in Congress.

When Pelosi traveled to Washington, D.C., only 12 Democratic women sat in the House of Representatives. They lacked the numbers and the seniority to make their voices heard. By 2001, however, the number of Democratic female representatives had grown to 42. Their vote, plus Pelosi's considerable experience on important committees, changed the face of politics. Her election meant not only that women's issues would be heard by the Democrats but that women could win top leadership posts in government.



### Committee Assignments

When senators and representatives first come to Congress, they try to get assigned to important committees that affect the people who elected them. For example, members of Congress from farm areas might want to serve on agriculture committees. Those with many factories in their districts might be interested in serving on labor committees.



**Senate Leaders** Senate majority leader Tom Daschle, Democrat (left), and minority leader Trent Lott, Republican, are the most important officers in the Senate. **How does leadership in the House and Senate differ?**

Leaders of the political parties make committee assignments. In doing so, they consider members' preferences, expertise, and loyalty to the party. Another key factor is **seniority**, or years of service. The senators and representatives who have been in Congress longest usually get the preferred

committee spots. The longest-serving committee member from the majority party traditionally becomes chairperson. Chairpersons of standing committees are the most powerful members of Congress. These members decide when and if a committee will meet, what bills will be studied, and who will serve on which subcommittees.

Some people think the seniority system is a good idea. They say it prevents fights over committee jobs and ensures that chairpersons will have experience. Other people complain that talented people may be overlooked in favor of those who have simply been around for a while. There has been so much criticism of the seniority system over the years that both political parties have moved slightly away from it. The senior majority party member on a committee still usually wins the role of chairperson, but it is no longer guaranteed.

**Reading Check Explaining** What is the difference between a standing committee and a select committee?

## SECTION 1 ASSESSMENT

### Checking for Understanding

**1. Key Terms** Write sentences or short paragraphs in which you use the following terms: **bicameral, census, constituent, gerrymander, majority party, minority party, standing committee, seniority.**

### Reviewing Main Ideas

- 2. Describe** How many members does the Senate have? How does the U.S. Constitution provide for stability and continuity in the Senate?
- 3. Explain** Why is so much of the business of Congress conducted in committees? How are senators and representatives assigned to committees?

### Critical Thinking

- 4. Drawing Conclusions** Do you think that the seniority system in Congress is an effective way to select leaders and assign committee members? Why or why not?
- 5. Comparing Information** On a chart like the one below, compare the roles of each kind of congressional committee.

Committee	Role
Standing	
Select	
Joint	
Conference	

### Analyzing Visuals

**6. Interpret** Review the maps on pages 140–141. How many representatives did New Jersey have in 1790? In 1950? In 2000? What does this tell you about how New Jersey's population has changed?

### ★ BE AN ACTIVE CITIZEN ★

**7. Write** Choose a representative from your state. Check the House or Senate Web site ([www.house.gov](http://www.house.gov) or [www.senate.gov](http://www.senate.gov)) to find out on what committees that person serves. Write a letter to that person about an issue related to that committee.

# Critical Thinking SKILLBUILDER

## Making Comparisons

### Why Learn This Skill?

How do you decide which pair of jeans to buy? How will you decide which college to attend or which candidates to vote for in an election? Making comparisons is a part of decision making. It also helps you understand and remember different types of information.

### Learning the Skill

To make comparisons, follow these steps:

- Decide which subjects or concepts you will compare. Decide which characteristics of the subjects you will compare.
- Identify similarities and differences in the characteristics.
- Look for relationships and patterns among the items you have analyzed.

### Practicing the Skill

On a separate sheet of paper, answer the following questions about the passages on this page.

- 1 How is the British Parliament like the Congress of the United States?
- 2 What differences are there between the British and American heads of state?
- 3 How does the British constitution differ from the U.S. Constitution?

### Government in the United States

The Constitution, written in 1787, forms the basis of democracy in the United States. It provides for a president—the head of state and head of government. The president is elected by the Electoral College system and is charged with enforcing the nation's laws. The president serves a four-year term in office and may be reelected to another term.

The two-house Congress proposes and passes laws. Voters from each state elect the 435 members of the House of

Representatives every two years. Each state also elects two senators to the 100-member Senate every six years.

### Government in Great Britain

The British form of government is a constitutional monarchy. The hereditary king or queen is the head of state but exercises no actual power. Legal traditions make up the unwritten constitution.

Parliament, as the legislature is called, is the seat of real power. It consists of the House of Lords and the House of Commons. The approximately 700 lords in the House of Lords may inherit or be appointed to membership. Some lords give advice, vote, and act as the highest British court. However, the lords do not control final legislation.

The 650 members of the House of Commons hold real power. They are elected by British voters at least once every five years. They propose and pass laws for the nation that cannot be challenged in courts. The prime minister, the actual head of government, is the chief officer of the Parliament.

### Applying the Skill

Learn about Mexico's form of government. Write a paragraph comparing it with the government of the United States.



Practice key skills with Glencoe's **Skillbuilder Interactive Workbook CD-ROM, Level 1.**

# The Powers of Congress

## GUIDE TO READING

### Main Idea

While the Constitution limits the powers of Congress, it also gives Congress the powers it needs to conduct its business and accomplish its goals.

### Key Terms

expressed powers, implied powers, elastic clause, impeach, writ of habeas corpus, bill of attainder, ex post facto law

### Reading Strategy

#### Comparing Information

As you read, complete a chart similar to the one below to compare Congress's legislative powers to its nonlegislative powers.

Legislative Powers	Nonlegislative Powers

### Read to Learn

- What powers did the Constitution give to Congress?
- What powers did the Constitution deny to Congress?



## Americans in Action

In 1998 the House of Representatives impeached President Bill Clinton. Then it was up to the Senate to convict or acquit him. Would you believe that 210 years earlier the Framers of the U.S. Constitution had discussed this very type of situation? They had decided that the Senate should hold impeachment trials because, as Alexander Hamilton put it, it would be the only “tribunal sufficiently dignified [and] sufficiently independent . . . to preserve, unawed and uninfluenced, the necessary impartiality between an individual accused and the representatives of the people, his accusers.”



Supporting Clinton

## Legislative Powers

The Founders knew that they could not foresee every situation Congress might face. They gave that body broad powers. The U.S. Constitution spells out the major powers of Congress in Article I, Section 8. The first 17 clauses list specific or **expressed powers**. Clause 12, for example, says, “The Congress shall have the Power . . . To raise and support Armies.”

The last clause of Section 8—Clause 18—gives Congress the authority to do whatever is “necessary and proper” to carry out the expressed powers. The powers that Congress has because of Clause 18 are called **implied powers** because they are not stated explicitly in the Constitution. Clause 18 is often called the **elastic clause** because it has allowed Congress to stretch its powers to meet new needs. For instance, you won’t find the power to create an air force written in the Constitution. However, the elastic clause has allowed Congress to do so as part of its expressed powers to support armies.

Most of Congress’s powers are related to making laws. Congress can pass laws governing all federal property, including our national parks and military bases. Congress can also enact laws to establish post offices and federal courts. Some of the most important legislative powers involve raising and spending money, regulating commerce, and dealing with foreign countries.

## Taxing and Spending

To pay for the government and the many services it provides, Congress has the power to collect taxes. All tax bills and other measures to raise money must start in the House of Representatives because the Framers believed that the members of Congress closest to the people should be the ones to propose taxes. The Senate must approve such bills, though.

Bills to spend money must also begin in the House. Each year, Congress spends money by means of a two-step process. **Authorization bills** create projects like the space shuttle program and establish how much money can be spent on them. **Appropriations bills** actually provide the money for each program or activity. No government agency can spend money without approval from Congress.

## Regulating Commerce

Article I, Section 8, Clause 3, of the Constitution gives Congress the power to regulate foreign and interstate commerce. Interstate commerce includes trade and other economic activities among the states. This commerce clause, as it is called, is the basis for many of the most important powers of Congress. Laws dealing with air traffic, railroads, trucking, radio, television, air pollution, and the stock market are all based on this clause.

## Foreign Relations and Treaties

Along with the president, Congress has important responsibilities regarding foreign policy and national defense. Only Congress can declare war. Congress also has the power to create, maintain, and oversee an army and navy. The Senate must approve any treaties the president makes with other countries. Regulating commerce with other countries is another power granted to Congress.

### Reading Check Explaining

Where must all tax bills start? Why?

**U.S. Military in Action** U.S. soldiers keep watch while crossing Afghanistan by air on a U.S. Army Special Forces Chinook helicopter. **How does the elastic clause of the Constitution relate to the U.S. Air Force?**





**Impeached!** Chief Justice William Rehnquist swears in all 100 senators as jurors for the presidential impeachment trial of William Jefferson Clinton in 1999. **How do the two houses of Congress share the power to remove a government official through impeachment?**



A ticket to President Andrew Johnson's impeachment trial

## Nonlegislative Powers

Congress enjoys a number of powers that do not relate to making laws. For example, the Constitution allows Congress to propose constitutional amendments by a two-thirds vote of both houses. Congress is also in charge of counting electoral votes in presidential elections. If no candidate receives a majority, the House picks the president from among the three top vote getters; the Senate chooses the vice president. Congress can also settle problems that might arise if a presidential or vice presidential candidate dies or if an elected president dies, resigns, or is too ill to serve.

Among Congress's most important non-legislative powers are those it uses to check the other branches of government. Some of these are set forth in the Constitution; others have developed over time.

### The Power of Approval and Removal

The Senate has the power to approve or reject the president's nominees for various high-ranking officials, including Supreme Court justices, federal judges, and ambassadors. It takes this duty seriously and regularly rejects nominees.

The Constitution also allows Congress to remove from office any federal official who has committed serious wrongdoing. The House has the sole authority to **impeach**, or to accuse officials of misconduct in office. If a majority of the House votes to impeach a public official, the Senate acts as jury and decides by a two-thirds vote whether to convict and remove the person from office.

The House uses its impeachment power sparingly, most often with federal judges. Only two presidents have been impeached: Andrew Johnson in 1868 and Bill Clinton in 1998. Both presidents were tried by the Senate and acquitted (they were not removed from office).

### Oversight and Investigation

Although the Constitution does not explicitly grant Congress any watchdog authority, overseeing government activities is another role it has taken on. Standing committees routinely review how well the executive branch puts into practice the many laws Congress has passed. For example, the House Committee on Agriculture might monitor the



effectiveness of federal programs designed to help America’s farmers.

Congress also began conducting special investigations as early as 1792. Today television brings such probes right into our homes. We have watched witnesses testify under oath about organized crime, communism, the 1986 Iran-Contra affair, and campaign fund-raising, for example.

Sometimes investigations lead to new laws aimed at dealing with a problem. At other times they may result in criminal charges against people. In 1973–74, the Senate’s investigation of the Watergate scandal prompted President Richard Nixon to resign.

**Reading Check Describing** How can congressional standing committees check the powers of the executive branch?



## Powers of Congress

### SELECTED EXPRESSED POWERS

- ★ Lay and collect taxes to provide for the defense and general welfare of the United States (Clause 1);
- ★ Borrow money (Clause 2);
- ★ Establish bankruptcy laws (Clause 4);
- ★ Coin, print, and regulate money (Clause 5);
- ★ Punish counterfeiters of American currency (Clause 6)

#### Money Powers

- ★ Lay and collect taxes implies the power to support public schools, welfare programs, public housing, etc.
- ★ Borrow money implies the power to maintain the Federal Reserve Board

### SELECTED IMPLIED POWERS

- ★ Regulate foreign and interstate commerce (Clause 3)

#### Commerce Powers

- ★ Regulate commerce implies the power to prohibit discrimination in restaurants, hotels, and other public accommodations

#### Military and Foreign Policy Powers

- ★ Declare war (Clause 11);
- ★ Raise, support, and regulate an army and navy (Clauses 12, 13, & 14);
- ★ Provide, regulate, and call into service a militia, known as the National Guard (Clauses 15 & 16);
- ★ Punish acts committed on international waters and against the laws of nations (Clause 10)

- ★ Raise and support an army implies the right to draft people into the armed services

#### Other Legislative Powers

- ★ Establish laws of naturalization (Clause 4);
- ★ Establish post offices and post roads (Clause 7);
- ★ Grant copyrights and patents (Clause 8);
- ★ Create lower federal courts (Clause 9);
- ★ Govern Washington, D.C. (Clause 17);
- ★ Provide for laws necessary and proper for carrying out all other listed powers (Clause 18)

- ★ Establish laws of naturalization implies the power to limit the number of immigrants to the United States

Source: *Congress A to Z*, 2nd ed. (Washington, D.C.: CQ Inc., 1993.)

### Evaluating Charts

The powers, structure, and procedures of Congress are defined in detail in the Constitution. **What is the difference between the expressed and implied powers of Congress?**



## Limits on Power

Our Constitution explains not only what Congress may do but also what it may *not* do. Some limitations are imposed by the Bill of Rights. For example, Congress may not pass laws that ban freedom of speech or religion.

According to Article I of the Constitution, Congress may not favor one state over another, tax interstate commerce, or tax exports. In addition, Congress cannot suspend the **writ of habeas corpus**. This is a court order that requires police to bring a prisoner to court to explain why they are holding the person. Congress is also prohibited from passing **bills of attainder**, or laws that punish a person without a jury trial. Further, Congress may not pass **ex post facto laws**. These are laws that make an act a crime after the act has been committed.

The Constitution also reserves many powers for the states. Congress cannot interfere with these powers, such as the right to regulate public school systems and establish local governments.



**U.S. Space Program** Congress's taxing and spending power is extremely important because a government agency, like NASA, cannot spend money without congressional authorization. **What are authorization bills?**

Other restrictions come from the Constitution's system of checks and balances, whereby each branch of government exercises some control over the others. The Supreme Court can declare laws established by Congress unconstitutional. The president can veto bills passed by Congress before they become laws. If both houses of Congress can muster a two-thirds vote, they can override the president's action.

**Reading Check Concluding** How does the Bill of Rights limit Congress's powers?

## SECTION 2 ASSESSMENT

### Checking for Understanding

- 1. Key Terms** Explain how each of the following terms relates to Congress: **expressed powers, implied powers, elastic clause, impeach, writ of habeas corpus, bill of attainder, ex post facto law.**

### Reviewing Main Ideas

- 2. Compare** What do writs of habeas corpus, bills of attainder, and ex post facto laws have in common?
- 3. Contrast** What is the difference between authorization bills and appropriation bills? Where do bills to spend money begin?

### Critical Thinking

- 4. Making Predictions** What problems might have arisen in our government if the elastic clause had not been included in the Constitution?
- 5. Categorizing Information** In a chart similar to the one below, categorize the powers of Congress as well as the powers denied to Congress.

U.S. Congress		
Legislative Powers	Nonlegislative Powers	Powers Denied

### Analyzing Visuals

- 6. Interpret** Reexamine the powers of Congress on page 149. What implied power is based on Congress's power to regulate foreign and interstate commerce?

### ★ BE AN ACTIVE CITIZEN ★

- 7. Write** Find news articles (newspaper, magazine, online news) that report on Congress exercising legislative and nonlegislative powers. Underline the portions of the articles that describe the powers. Create a chart showing examples of each type of power.

# Representing the People

## GUIDE TO READING

### Main Idea

The work of Congress is so complex that in addition to elected representatives, Congress employs many staffers who help with the workload.

### Key Terms

franking privilege, lobbyist, casework, pork-barrel project

### Reading Strategy

#### Analyzing Information

On a web diagram like the one below, write as many examples of congressional support personnel as you can.



### Read to Learn

- What benefits do members of Congress enjoy?
- What are the duties of congressional support staff members?



## Americans in Action

On December 7, 1829, nine-year-old Grafton Hanson took his place as the first Senate page. Hanson served in various positions in the Senate throughout his life. He left it only in the 1840s to fight in the Mexican War, for which he was decorated for bravery. Pages in the nineteenth century were expected to fill inkwells, light gas lamps, and keep the woodstoves burning. Once a week they were given a ticket entitling them to bathe in the big marble bathtubs located in the Capitol basement.



The U.S. Capitol in the 1800s

## Requirements and Benefits of Congress

Congress is more than an institution with formal rules and powers. It consists of people, like congressional pages. Thousands of people work full-time for Congress, keeping the wheels of government turning.

The legal qualifications for members of Congress are simple. According to the Constitution, to run for senator you must be at least 30 years old, live in the state you plan to represent, and have been a U.S. citizen for at least nine years before being elected. Members of the House of Representatives must be at least 25 years old, live in the state they represent, and have been a U.S. citizen for at least seven years before being elected. Although not required, representatives traditionally live in the district they represent.

Senators and representatives have more in common than legal qualifications. Nearly half are lawyers. Almost all have college degrees. They also tend to be “joiners.” Members of Congress are more likely than the average citizen to be active in community organizations like the Rotary Club. In addition, most have held elected offices at the state or local level.

Members of Congress receive an annual salary, currently \$150,000 for both senators and representatives. Further, they receive free office space, parking, and trips to their home

states. Senators and representatives can send job-related mail without paying postage. This is called the **franking privilege**. The Constitution also grants senators and representatives immunity, or legal protection, in certain situations. This allows them to say and do what they believe is right without fear of interference from outsiders. The guarantee of immunity does not mean that members of Congress are free to break the law, though.

Members of Congress also have low-cost life insurance and the use of a gymnasium, special restaurants, and a medical clinic.

**Reading Check** **Explaining** Why are members of Congress granted immunity?

## Congressional Staff: Behind-the-Scenes Helpers

During our country's early history, Congress met only a few months each year. Today serving in Congress is a full-time job. To get help with their workload, members of Congress hire a staff of clerks, secretaries, and special assistants.

## Personal Staff

The personal staff of members of Congress run an office in Washington, D.C., as well as one or more offices in the congressional member's home district. Why are personal staffs needed? These workers gather information on new bills and issues that are to be discussed in Congress. They arrange for meetings and write speeches. They handle requests for help from voters. They deal with news reporters and **lobbyists**—people hired by private groups to influence government decision makers. They also work for the reelection of the congressional member, even though the law requires them to do this on their own time.

In addition to professional staffers, many members of Congress hire students from their home states or districts to serve as interns and pages. Interns typically help with research and office duties; pages deliver messages and run other errands. This experience gives young people a first-hand look at the political process. One former congressional intern commented, "I felt like I had a backstage pass to the greatest show in the world."



### The Oath of Office

Speaker of the House Dennis Hastert administers the oath of office to Representative Mary Bono of California in 1999 as her children watch. **What are the qualifications to become a member of the House?**

## Committee Staff

Congressional committees also need staff. Every committee and subcommittee in Congress has staff members who work for that committee. Many of these people have expert knowledge about special topics such as taxes, military defense, and health care. Committee staff members view their jobs as working for the committee rather than for any individual lawmaker.

Committee staff members do many of the various day-to-day lawmaking chores of Congress. They draft bills, gather information, organize committee hearings, and negotiate with lobbyists. In short, they keep the complex lawmaking process moving.

## Support Services

Congress has created several agencies to support its work. The Library of Congress is one of the largest libraries in the world. Did you know that one copy of every book published in the United States is kept there? The Library of Congress is an important source of information for members of Congress and their staff. The Congressional Research Service (CRS) is part of the Library of Congress. It looks up facts and spells out arguments for and against proposed bills. CRS also uses computers to keep track of every major bill before Congress.

The General Accounting Office (GAO) is the investigative arm of Congress in financial issues. It reviews the spending activities of federal agencies, studies federal programs, and it recommends ways to improve the financial performance of the government. The staff of the GAO prepares hundreds of reports



**Congress's Interns** President George W. Bush thanks congressional interns as he shakes their hands in 2001. **What are the typical duties of a congressional intern?**

each month, issues legal opinions, and testifies before congressional committees to make sure that taxpayers' dollars are spent wisely.

The Congressional Budget Office (CBO) provides Congress with information and analysis for making budgetary decisions. It makes no policy recommendations but rather estimates the costs and possible economic effects of programs. It also helps Congress come up with—and stick to—a budget plan.

**Reading Check** **Describing** What is the purpose of the CRS?

## Members of Congress at Work

Congress does its work in regular time periods, or sessions, that begin each January 3 and continue through most of the year. The basic job of senators and representatives is to represent the people of their state or district. In carrying out that responsibility, members of Congress perform three major jobs.



**Student Web Activity** Visit [civ.glencoe.com](http://civ.glencoe.com) and click on **Student Web Activities—Chapter 6** to learn more about your representatives in Congress.

**CLICK HERE**

**CONTENTS**

**B**orn in southern India, Diana Bhaktul has always been interested in global affairs, but she never felt connected to American politics until last year, when she landed an internship with Congressman Jim Davis, a Florida Democrat.

“It used to be that I would rather watch world news than a Social Security debate,” Bhaktul, 18, told TIME. “I didn’t think it was relevant to me, even though I grew up in this country. But after working in Congress and watching these issues play out, I saw that [domestic politics] is something you can get into as well.”

What’s more, Bhaktul says, interning for Congressman Davis gave her a bird’s-eye view of how the government actually works. All her negative preconceptions were swept away.

Bhaktul’s internship came through a high school political science class. Day to day, she would open the mail, organize databases, and clip newspapers, among other tasks. She also got to sit in on congressional hearings, district conferences, and staff meetings. Plus, she learned a lot about negotiation—how to balance the sometimes conflicting demands of constituents, the nation, and one’s personal opinion.

Would you like to intern on Capitol Hill? Contact the local office of your state senator or representative (go to [www.house.gov](http://www.house.gov) or [www.senate.gov](http://www.senate.gov) for a complete listing).

**Diana Bhaktul from Virginia**



**Lawmaking**

Making laws is perhaps the best known task of Congress. Members write and introduce bills, take part in committee work, listen to the input of people for and against a bill, and then vote on the floor of the House or Senate. You will learn more about this process in the next section of this chapter.

**Casework**

Do you know people who have asked their representative or senator to help them with a problem? Members of Congress spend a lot of time acting as troubleshooters for people from their home district or state who request help in dealing with the federal government. This help is called **casework**. Most requests come by letter or e-mail. Congress gets 80,000 e-mails each day. Over the course of a year, some congressional offices receive as many as 10,000 requests for information or services.

Why do people seek help from members of Congress? One congressional aide put it this way: “Usually, it’s a problem of some sort with the bureaucracy. A Social Security check doesn’t come. Or a veteran’s claim is held up. Maybe it’s a slipup by a computer . . . but getting action . . . is tough for the average person.”

Most requests for help are handled by the senator’s or representative’s office staff. They contact the appropriate federal agencies to gather information and request action. If a staffer can’t get results, the senator or representative usually steps in. Former senator Jacob Javits of New York once said,

“My staff handles problems until the moment of truth. Then I’m called in to push a button, so to speak, to make a phone call at a crucial moment.”

## Helping the District or State

Another part of a representative's or senator's job is to protect the interests of his or her district or state. Congress appropriates billions of dollars each year for a variety of local projects. These projects might include things like post offices, dams, military bases, veterans' hospitals, and mass transit system projects. Congress members from Florida, for example, might try to limit offshore oil drilling that could harm the state's beaches and tourism. Senators and representatives from states with strong timber industries might seek to influence federal policies on logging.

All members of Congress also work to give their constituents a share in the trillion or so dollars the national government spends every year. A contract to make army uniforms, for example, might mean lots of money for a local business. A new dam or highway would create new jobs for workers. Government projects and grants that primarily benefit the home district or state are

\$

## Economics and You

### Tax Credits

Congress frequently uses tax credits, or credits that reduce taxes, to encourage certain types of economic activity by individuals or businesses. For example, Congress gave tax credits to homeowners who insulated their homes, an activity intended to reduce U.S. dependence on foreign oil. Find out what tax credits are currently in effect by sending an e-mail or letter to your U.S. representative or senator.

known as **pork-barrel projects**. To understand why this term is used, think of a member of Congress dipping into the “pork barrel” (the federal treasury) and pulling out a piece of “fat” (a federal project for his or her district).

**Reading Check** **Inferring** Why do members of Congress try to get pork-barrel projects?

## SECTION ★ ASSESSMENT

### Checking for Understanding

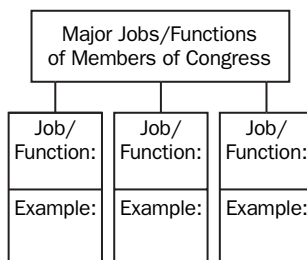
- Key Terms** Write a true and false statement for each term below. Beside each false statement, explain why it is false.  
**franking privilege, lobbyist, casework, pork-barrel project**

### Reviewing Main Ideas

- Contrast** Explain the difference between a congressional committee staff member and a member of the personal staff of a representative or senator.
- Summarize** Describe the role of the General Accounting Office (GAO). What does the Congressional Budget Office (CBO) do?

### Critical Thinking

- Drawing Conclusions** Why do you think congressional committees need permanent, full-time staff members?
- Summarizing Information** On a graphic organizer like the one below, write the three major jobs or functions of members of Congress. Give an example of each job.



### Analyzing Visuals

- Conclude** Reexamine the photograph of Representative Mary Bono taking the oath of office on page 152. Why do you think the Speaker administers the oath?

### ★ BE AN ACTIVE CITIZEN ★

- Interview** Contact the local office of your representative or senator. Ask for an aide to explain his or her role in the office. How does that role differ from staff members in the Washington, D.C., office? Report your findings in a brief presentation to the class.

# Issues to Debate

## Should There Be Term Limits for Members of Congress?

How long can members of Congress serve in office? Right now, the answer is as long as voters elect them. In 2002 Strom Thurmond of South Carolina held the Senate record of more than 7 consecutive 6-year terms, while John Dingell of Michigan held the House record of 24 consecutive 2-year terms.

Not everyone agrees that U.S. officials should serve so long. In the 1990s, some newly elected members to Congress promised to limit their terms voluntarily, and a number of states passed term-limit laws. In 1995, however, the Supreme Court narrowly ruled that states could not set term limits for Congress. Then, in 1997, a term-limit amendment failed to pass Congress. Are term limits for Congress a good idea?



The Senate and House of Representatives meet in a joint session to hear President Bill Clinton's State of the Union address.

Yes

I think our Founding Fathers intended political office to be a service, not a career. . . . With term limits I don't have the luxury of thinking in terms of a career that spans decades. I have very specific goals and time lines. . . . With term limits, maybe congressmen would be emboldened enough to do their own work and fire some of these self-important staffers!

—Matt Salmon, Republican representative from Arizona, 1999

No

As our nation hurtles forward into an ever more complicated world, how self-destructive is it to jettison [throw out] our most capable leaders, when we need their wisdom and judgment so much. To adopt term limits is to play Russian roulette with the future. . . . If the consent of the governed means anything to you—then . . . defend it. Trust the people.

—Henry Hyde, Republican representative from Illinois, 1997

## Debating the Issue

1. Why does Representative Salmon favor term limits?
2. Why does Representative Hyde oppose term limits?
3. Form groups of three to four. Your group will create a presentation supporting one side of the issue.
4. To prepare for your group presentation, list additional arguments in favor of each point of view. Then decide which viewpoint your group supports.
5. Do additional research to find evidence to support your position. Organize your presentation around your strongest arguments. Include examples and expert opinions.
6. Make your presentations. Then hold a class vote to see what position is supported by a majority of the class members.

# How a Bill Becomes a Law

## GUIDE TO READING

### Main Idea

Several complex steps are involved in taking an idea and turning it into a law.

### Key Terms

joint resolution, special-interest group, rider, filibuster, cloture, voice vote, roll-call vote, veto, pocket veto

### Reading Strategy

#### Sequencing Information

As you read, create a graphic organizer similar to the one below. In each box write a step in the lawmaking process, showing how an idea becomes a law. Add as many boxes as necessary.

Idea			
------	--	--	--

### Read to Learn

- How are bills introduced and how do they work their way through Congress?
- What actions can a president take once a bill has been passed by Congress?



## Americans in Action

“I have never seen a better example of Members standing together, working together, swallowing our legalistic desires and our budgetary restraint feelings. These are difficult times. We have got to act decisively. The American people expect it of us, and they will accept nothing less. We are doing that. We are moving today to provide humanitarian funds to assist in the cleanup, disaster assistance, and military action that is necessary.”

—Senate Majority Leader Trent Lott, September 14, 2001, in the process of passing legislation in response to the terrorist attacks of September 11, 2001



Members of Congress honor the memory of victims of the 2001 terrorist attacks.

## Types of Bills

It is Congress’s job to pass laws that the nation needs. However, have you heard people say there are two things you should never watch being made—sausages and laws? Strange elements may go into the final product, and the process requires patience. One scholar has compared lawmaking to running an obstacle course. More than 10,000 bills are often introduced during each term of Congress, yet only several hundred pass all the hurdles and become law.

Bills generally fall into two categories. **Private bills** concern individual people or places. They usually deal with people’s claims against the government. **Public bills** apply to the entire nation and involve general matters like taxation, civil rights, or terrorism. They may be debated for months and get much media coverage.

Along with bills, Congress considers different kinds of resolutions, or formal statements expressing lawmakers’ opinions or decisions. Many resolutions, such as those creating a new congressional committee or permitting a ceremony in the Capitol, do not have the force of law. **Joint resolutions**, however, which



are passed by both houses of Congress, do become laws if signed by the president. Congress uses joint resolutions to propose constitutional amendments, to designate money for a special purpose, and to correct errors in bills already passed.

**Reading Check** **Concluding** Why might public bills take months to debate?

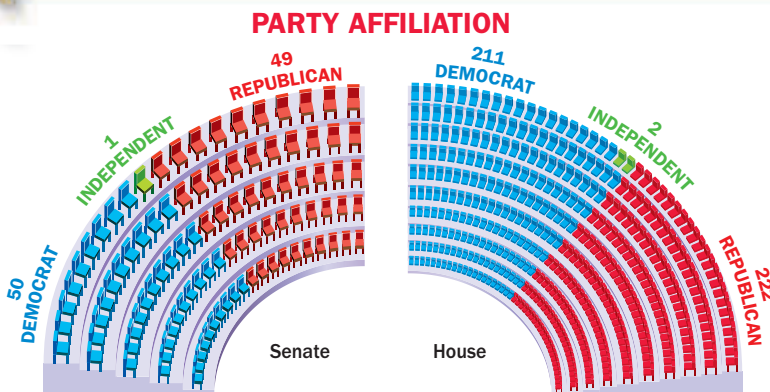
## From Bill to Law

Every bill starts with an idea. Some of these ideas come from members of Congress or private citizens. Many more ideas begin

in the White House. Other bills are suggested by **special-interest groups**, or organizations made up of people with some common interest who try to influence government decisions.

Whatever their source, bills can be introduced in Congress only by senators and representatives. Any bill that involves money must start in the House. Every bill is given a title and a number when it is submitted. For example, during the first session of Congress, the first bill introduced is called S.1 in the Senate and H.R.1 in the House. The bill is then sent to the standing committee that seems most qualified to handle it.

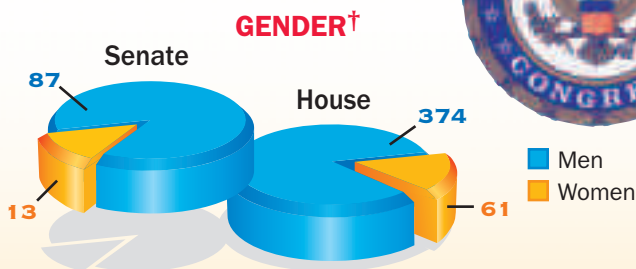
## Profile of the 107th Congress



### OCCUPATIONAL BACKGROUND

PROFESSION	% HOUSE	% SENATE
Law	36	53
Business, Banking	37	24
Politics/Public Service	29	28
Education	21	16
Journalism	2	7
Agriculture	6	6
Real Estate	6	4
Medicine	3	3
Other*	11	7

\*Sum may be more than total membership because of members with more than one occupational category.



† All figures represent total number of seats.

### AVERAGE AGE

	HOUSE	SENATE
Average Age	54	59

### Evaluating Charts

The members of Congress represent a cross section of American society. What percentage of United States senators are women?

**Public Hearing** Senator Kent Conrad, a Democrat from North Dakota, speaks during a hearing on the president's 2002 budget before the Senate budget committee. **Why are public hearings of bills held?**



## Committee Action

Committees receive far more bills than they can process. The chairperson is the main person to decide which bills get ignored and which get studied. Those that merit attention are often researched and reported on by a subcommittee. Public hearings may be held to allow experts and concerned citizens to voice their opinions. People may also submit written statements for or against the bill.

Standing committees have life-and-death power over bills. The committee can (1) pass the bill without changes, (2) mark up a bill with changes and suggest that it be passed, (3) replace the original bill with a new alternative, (4) ignore the bill and let it die (which is called “pigeonholing” the bill), or (5) kill the bill outright by majority vote. The full House or Senate can overrule the decisions of its committees, but this rarely happens. When a committee is against a bill, it almost never becomes a law.

## Floor Debate

Bills approved in committee are ready for consideration by the full House or Senate. The bills are put on calendars, or schedules, in chronological order as they come out of committees. The Senate usually takes up bills in the order listed. The House schedule, however, is controlled by the powerful Rules Committee. This “traffic cop”

can give priority to the bills that are most important. It can also kill a bill by not letting it get to the floor.

When bills do reach the floor of the House or Senate, the members argue their pros and cons. Amendments may be discussed as well. The House accepts only amendments relevant to the bill. The Senate, however, allows **riders**—completely unrelated amendments—to be tacked onto the bill. Senators include riders to bills that are likely to pass. Sometimes they attach these riders to benefit their constituents.

In the House, the Rules Committee sets the terms for debate. It usually puts time limits on the discussion, for example, to speed up action. The Senate, because it is smaller, has fewer rules. Senators can speak as long as they wish, and they are not even required to address the topic at hand. Now and then they take advantage of this custom to **filibuster**, or talk a bill to death. One member can hold the floor for hour after hour, delaying a vote until the bill’s sponsor gives up and withdraws the measure.

The Senate can end a filibuster if three-fifths of the members vote for **cloture**. Under this procedure, no one may speak for more than one hour. Senators rarely resort to cloture, though. In 1964, during debate on the Civil Rights Act, the Senate waited out a 74-day filibuster by senators opposed to the legislation.



# How a Bill Becomes Law

## HOUSE

- 1 Representative hands bill to clerk or drops it in hopper.
- 2 Bill given *HR* number.

## Committee Action

- 1 Referred to House standing committee.
- 2 Referred to House subcommittee.
- 3 Reported by standing committee.
- 4 Rules Committee sets rules for debate and amendments.

Bill is placed on committee calendar.  
Bill sent to subcommittee for hearings and revisions.  
Standing committee may recommend passage or kill the bill.

## SENATE

- 1 Senator announces bill on the floor.
- 2 Bill given *S* number.

- 1 Referred to Senate standing committee.
- 2 Referred to Senate subcommittee.
- 3 Reported by standing committee.

## Floor Action

- 1 House debates, votes on passage.
- 2 Bill passes; goes to Senate for approval.  
OR  
A different version passes; goes to conference committee.

- 1 Senate debates, votes on passage.
- 2 Bill passes; goes to House for approval.  
OR  
A different version passes; goes to conference committee.

## Conference Action

- ★ Conference committee works out differences and sends identical compromise bill to both chambers for final approval.
- ★ House votes on compromise bill.
- ★ Senate votes on compromise bill.

## Passage

- ★ President signs bill or allows bill to become law without signing.\*  
OR
- ★ President vetoes bill.
- ★ Congress can override a veto by a 2/3 majority in both chambers. If either fails to override, the bill dies.

## Evaluating Charts

The process by which all bills become law is complex. **Who can introduce bills in Congress?**

\* President can keep bill for 10 days and bill becomes law. If Congress adjourns before the 10 days (Sundays excluded) then it does not become law.

Source: *Congress A to Z*, 2nd ed. (Washington D.C.: CQ Inc., 1993).

## Voting on a Bill

When members of Congress are ready to vote on a proposed law, they may do so in several ways. In the House and Senate, the simplest is a **voice vote**, in which those in favor say “Yea” and those against say “No.” In a **standing vote**, those in favor of a bill stand to be counted, and then those against it stand to be counted. Today the House uses a computerized voting system to produce a permanent record of each representative’s vote. In the more tradition-bound Senate, members voice their votes in turn as an official records them in a **roll-call vote**.

A simple majority of all members that are present is needed to pass a bill. If a bill passes in one house, it is sent to the other. If either the Senate or the House rejects a bill, it dies.

The Constitution requires that the Senate and House pass a bill in identical form before it becomes law. If either house of Congress makes changes in a bill after receiving it from the other house, a conference committee is formed with members from both houses. They meet privately to work out

differences between the two versions of the bill. Once they have a revised bill, the House and Senate must either accept it without amendments or completely reject it.

## Presidential Action

After a bill is approved by both houses of Congress, it goes to the president. One of four things may then happen. The president may sign the bill and declare it a new law. The president may **veto**, or refuse to sign, the bill. The president may also do nothing for 10 days. At that point, if Congress is in session, the bill becomes law without the president’s signature. If Congress had adjourned, the bill dies. Killing legislation in this way is called a **pocket veto**.

If the president vetoes a bill, Congress has one last chance to save it. As you read earlier, Congress can override the veto with a two-thirds vote of each house. This is not an easy task, though. In recent decades, Congress has managed to overturn only about one in five regular vetoes.

 **Reading Check** **Defining** What happens when a bill is pigeonholed?

## SECTION 4 ASSESSMENT

### Checking for Understanding

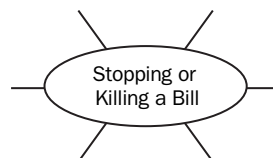
- 1. Key Terms** Use the following terms in sentences that relate to the lawmaking process: **joint resolution**, **special-interest group**, **rider**, **filibuster**, **cloture**, **voice vote**, **roll-call vote**, **veto**, **pocket veto**.

### Reviewing Main Ideas

- 2. Contrast** What is the difference between public and private bills? What are resolutions?
- 3. Summarize** Describe what can happen to a bill once it passes Congress and reaches the president’s desk.

### Critical Thinking

- 4. Making Inferences** Why do you think members of the House of Representatives consider assignment to the Rules Committee an important appointment?
- 5. Determining Cause** On a web diagram like the one below, write all the points in the lawmaking process at which a bill can be stopped or killed.



### Analyzing Visuals

- 6. Conclude** Review the steps that a bill must go through to become a law on page 160. What do you think is the step in which the bill is most closely examined by Congress?

### ★ BE AN ACTIVE CITIZEN ★

- 7. Organize** Review what you have learned about the characteristics of the two houses of Congress. Create a chart that compares and contrasts the basic characteristics of each body. Present your chart to the class.

# Assessment & Activities

## Review to Learn

### Section 1

- Congress is organized into two bodies.
- Leadership powers include committee selection, bill monitoring, and leading sessions.



### Section 2

- Congress has broad powers dealing with defense, finance, and lawmaking.
- Congressional support staffs research bills, deal with public inquiries, and arrange appointments.



### Section 3

- Members of Congress receive a salary, plus benefits.
- The support staff of Congress helps with the workload.

### Section 4

- Bills are introduced in either the House or the Senate, travel through a committee approval process, and then are voted on.

## FOLDABLES™

### Study Organizer

#### Using Your Foldables Study Organizer

After you have read the chapter and completed your foldable, close the four tabs. Then write one more fact under each heading on the tabs. Check the facts you have written against your text. Are they correct? Are they different from the information you wrote under the tab?

## Reviewing Key Terms

Write the chapter key term that matches each definition below.

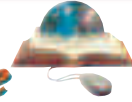
1. president's power to kill a bill, if Congress is not in session, by not signing it for 10 days
2. government projects and grants that benefit the home district of a member of Congress
3. system that gives most desirable committee assignments to members of Congress who have served the longest
4. dividing a state into odd-shaped election districts to benefit a particular party or group
5. the part of the Constitution that gives Congress the authority to do whatever is necessary and proper to carry out its expressed powers
6. people from a legislative district
7. permanent committee of Congress that focuses on a particular topic
8. court order guaranteeing a person who is arrested the right to appear before a judge in a court of law
9. tactic for defeating a bill in the Senate by talking until the bill's sponsor withdraws it
10. person who tries to persuade government officials to support a particular group or position

## Reviewing Main Ideas

11. Between the Speaker of the House and the president pro tempore of the Senate, which position has more power? Explain.
12. How are committee assignments made and leadership positions filled in Congress?
13. Describe two nonlegislative powers of Congress.
14. Describe three powers denied to Congress.
15. What are the three major jobs of Congress?
16. What are the qualifications for members of the House of Representatives and the Senate?

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**CIVICS**  
*Online*

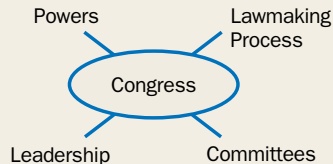


**Self-Check Quiz** Visit the *Civics Today* Web site at [civ.glencoe.com](http://civ.glencoe.com) and click on **Self-Check Quizzes—Chapter 6** to prepare for the chapter test.

17. What four things can happen after a bill has been approved by both houses of Congress and goes to the president?
18. Explain why the Rules Committee is such an important committee in the House.

## Critical Thinking

19. **Analyzing Information** What is the relationship between the census and gerrymandering?
20. **Categorizing Information** Create a web diagram for this chapter. On each strand write as many details as possible.



## Practicing Skills

**Making Comparisons** Reread the paragraphs under “Congressional Leaders” on pages 140–142. Then answer the following questions.

21. Which party—majority or minority—holds the most power in Congress? Why?
22. How do the duties of majority and minority floor leaders and party whips differ?



## Economics Activity

23. Congress has the power to pass tax legislation. Explain how Congress might use its power to tax to influence our economy.

## ★ CITIZENSHIP COOPERATIVE ACTIVITY ★

24. With a partner, research in the library or on the Internet how a bill becomes a law in your state legislature. Compare the steps in the state lawmaking process to the steps in Congress. Create a chart that shows the similarities and differences.

## Analyzing Visuals

25. Study the map on pages 140–141. It shows changes in the House of Representatives following the 2000 census. Which states gained representatives? Which states lost representatives? Did any particular region of the country gain or lose seats? Explain.



## Technology Activity

26. Log on to the Internet and choose either [www.house.gov](http://www.house.gov) or [www.senate.gov](http://www.senate.gov). Choose one of the representatives or senators who represents your community. Make a record of how your representative or senator voted on roll-call votes for the past week or two. Select a particular bill in which you have an interest and write a letter to your representative or senator, either agreeing or disagreeing with the vote. Explain why you agree or disagree.



## Standardized Test Practice

**Directions:** Choose the *best* answer to the following question.

Which of the following is a cause that could prevent a bill from becoming a law in Congress?

- F A bill is given a title and a number.
- G A bill is put on the calendar.
- H A senator filibusters a bill.
- J The Senate votes for a cloture.

## Test-Taking Tip

Read the question carefully. It is asking you to mark the choice that leads to the rejection of a bill.