The Senate and the House of Representatives

BEFORE YOU READ

The Main Idea
Congress is divided into two houses, the Senate and the House of Representatives, and its members have certain qualifications.

Focus Questions
1. What are the two houses of Congress?
2. What are the qualifications, salaries, and rules of conduct for members of Congress?

Key Terms
bicameral legislature, p. 136
apportioned, p. 136
gerrymandering, p. 137
immunity, p. 138
expulsion, p. 139
censure, p. 139

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.

136 CHAPTER 5
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 might create a district that favors a specific party to ensure that a majority of their supporters are in as many districts as possible.

Elections for members of the House of Representatives are held in November of each even-numbered year. 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.

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 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.

Differentiating Instruction
Learners Having Difficulty
Contrast the House of Representatives and the Senate
1. Create a graphic organizer like the one below on the board. Omit the blue answers. Have students copy it onto their own papers.

<table>
<thead>
<tr>
<th></th>
<th>House of Representatives</th>
<th>Senate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of Members</td>
<td>435</td>
<td>100</td>
</tr>
<tr>
<td>Area Members Represent</td>
<td>district</td>
<td>state</td>
</tr>
<tr>
<td>Length of Members’ Term</td>
<td>2 years</td>
<td>6 years</td>
</tr>
</tbody>
</table>

2. Have students refer to the text to help fill out the graphic organizer with the correct information. Then, with input from students, fill in the graphic organizer on the board.

3. Lead a discussion about how the differences noted in the graphic organizer lead to other differences between the House of Representatives and the Senate.

ANSWERS
Analyzing Visuals
California, Texas, New York, Florida, Illinois and Pennsylvania (tied)
Members of Congress

Identify What benefits do members of Congress get? offices in the Capitol Building, an allowance to pay staff members, free trips to their home states, an allowance for local district offices, a stationery allowance, the franking privilege, and legal immunity

Make Inferences Why do the House and Senate need codes of conduct for their members? Possible answers: to make clear which actions are acceptable and unacceptable, to set up consequences for members who behave unacceptably

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

Info to Know

Gerrymandering State legislatures responsible for drawing the boundaries of congressional districts have often been accused of gerrymandering. The term is a cross between Gerry and salamander. In 1812 political opponents criticized (perhaps unfairly) Governor Elbridge Gerry of Massachusetts for the creative drawing of congressional district boundaries in a way that benefited his party. The bizarre shape of one congressional district reminded some observers of a salamander, and was called a “gerrymander” by some people.

Answers

Analyzing Political Cartoons Possible answer: Although politicians are scared of them, term limits are not very frightening. Students should explain the reasons for their opinions.

Reading Check to make sure that both large and small states are fairly represented and to allow each house to check the actions of each other

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 disagreed. 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 members for the House and for the Senate?

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.

Differentiating Instruction

English-Language Learners Advertise for Senators and Representatives

1. Divide the class in half. Assign one half to write a help-wanted ad for the position of representative and the other half to write an ad for a senator.

2. Have students write their help-wanted ads. The ads should include job requirements and qualifications for the positions. Encourage students to be creative in their attempts to attract people to run for Congress.

3. Ask volunteers to present their ads to the class. Have students identify similarities and differences between ads for representatives and for senators. As students are identifying similarities and differences between their ads, have them point out adjectives and phrases that should attract readers. Alternative Assessment Handbook: Rubric 2: Advertisements
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)

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.

**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.

**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 state you represent.
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

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 2005 to 2007 is the 109th 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.

Why It Matters
Ask students to suggest strategies that a large group might use to handle a heavy workload. (Possible answers include dividing up the work and selecting leaders to monitor the workload.) Write students’ responses on the board and discuss them briefly. Then explain to students that the organization of Congress helps it handle its heavy workload. As you read the chapter, point out parallels between students’ ideas and the ways Congress is organized.

Taking Notes
- Two-year terms
- Yearly sessions
- Party caucuses, whips, majority and minority leaders
- Senate: president pro tempore
- House: Speaker of the House

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 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.

**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 vice president’s absence.

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.

**Collaborative Learning**

**Hold a Senate Subcommittee Hearing**

1. Start the “Senate Subcommittee Hearing on Limiting Congressional Terms” activity in the *Simulations and Case Studies* booklet by assigning students roles as subcommittee members, the chairperson, or witnesses.

2. Give “senators” time to write a bill and “witnesses” time to prepare their testimony. Remind students that witnesses’ testimony should reflect their assigned roles.

3. Hold the subcommittee meeting. Then have the members of the subcommittee decide whether to recommend the legislation to the full committee. **Interpersonal, Verbal/Linguistic**

4. *Simulations and Case Studies: Lesson 4: Senate Subcommittee Hearing on Limiting Congressional Terms*

**Answers**

**Analyzing Visuals** Both include floor leaders, committees, and subcommittees. They have different numbers and kinds of committees. The Senate is led by the U.S. vice president and the president pro tempore, while the House of Representatives is led by the Speaker of the House.

**Reading Check** A regular session occurs for both houses every year beginning in January. A special session must be called by the president, is usually in response to a serious problem, and may involve one or both houses.
Close
Review the ways in which Congress is organized.

Review
Online Quiz: Section 2
Quiz Game

Assess
SE Section 2 Assessment
Daily Quizzes: Section 2

Reteach
Main Idea Activities for Differentiated Instruction: Section 2

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 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?

SECTION 2 ASSESSMENT

Reviewing Ideas and Terms
1. a. Define Write a brief definition for the term sessions.
   b. Draw Inferences and Conclusions
      What do you think are some issues that might cause the president to call a joint session of Congress?

2. a. Define Write a brief definition for each of the following terms: caucuses, president pro tempore, whip, and Speaker of the House.
   b. Elaborate Why does the majority party have an advantage over the minority party under the committee system?

Critical Thinking
3. Analyzing Use your notes and a graphic organizer like the one here to explain the structure of the U.S. Senate and House of Representatives.

Focus on Writing
4. Evaluate What do you think might happen if both houses of Congress are controlled by the same political party?

Section 2 Assessment Answers
1. a. sessions, p. 140 b. Possible answers: a national emergency or an important speech

2. a. caucuses, p. 141; president pro tempore, p. 141; whip, p. 142; Speaker of the House, p. 142 b. The majority party has the most committee members and chooses each committee’s chair, who controls its work.

3. Students should use the chart on page 141 to help them create their graphic organizers.

4. Students’ answers will vary but should demonstrate an understanding that control of both congressional houses increases a political party’s power.

Answers
Focus On Possible answer: to improve the lives of people born in Cuba, like herself

Reading Check Students should describe the organization of each house, including the responsibilities of the Speaker of the House, floor leaders, party whips, vice president, president pro tempore, majority leader, and minority leader.
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 I, 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.
Collaborative Learning

**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.

**At Level**

**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 vice 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.

**Making Inferences** How might Congress’s power to impeach sometimes clash with party politics?

**Answers**

**Analyzing Visuals** Congress might want to impeach a person from a different party for political reasons.
3. All treaties, or written agreements, with foreign nations must be approved in the Senate by a two-thirds vote.
4. Certain high officials, such as Supreme Court justices, appointed by the president must be approved in the Senate by a majority vote.

The House is often the more active legislative body, while the Senate is said to be the more deliberative and cautious body.

**Reading Check** Supporting a Point of View
Which powers of Congress do you think are the most important? Explain your answer.

**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.

**Reading Check** Analyzing Information
Why do you think the Constitution limits the powers of Congress?

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**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?

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

<table>
<thead>
<tr>
<th>Special Powers</th>
<th>Limits on Powers</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

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**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.

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**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.

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**Answers**

**Reading Check (left)** Students’ answers will vary but should show understanding of the powers of Congress. Possible answer: to protect states’ powers and citizens’ rights

146
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? What techniques does the advertisement use to sway your opinion?

2. What facts does this advertisement present? What opinions does it present?

3. Did this advertisement win your support? Why or why not?

**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**

1. **Apply 1.** Maria Sandoval, a candidate for the U.S. Congress; points to her past and possible future achievements

2. **Apply 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. **Apply 3.** Students’ answers will vary but should show understanding that the advertisement does not present balanced information.
Why It Matters
Ask students to suggest a law they would like to see passed that has some bearing upon their lives. Remind them to make sure their law falls within the powers of Congress. Write students’ ideas on the board. Then ask them who they think can originate a bill. Help students understand that, in the United States, voting citizens are among the groups who can originate ideas for a bill—although only members of Congress can introduce a bill. Tell them that members of Congress and the president can also originate ideas for a bill.

Academic Vocabulary
Review with students the high-use academic term in this section.
procedure a series of steps by which a task is completed (p. 150)

Key Terms
Preteach the following terms:
- bill proposed law (p. 148)
- appropriation bill possible law approving the spending of money (p. 148)
- act a law (p. 148)
- filibuster delaying votes in the Senate by making lengthy speeches (p. 150)
- cloture procedure for ending debate in the Senate and taking a vote (p. 150)
- veto when the president refuses to sign a bill (p. 152)
- pocket veto when the president does not sign a bill within 10 days when Congress is not in session, preventing it from becoming law (p. 152)

Vocabulary Activities: Chapter 5

Taking Notes
Citizens, groups, committees or members of Congress, or the president propose a bill.
The bill is sent to committee and, if passed, is voted on by the House and the Senate.
The president may sign the bill into law, not sign it, or veto it.

SECTION 4
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
cloture, p. 150
veto, p. 152
pocket veto, p. 152

Taking Notes
As you read, take notes on how a bill begins, how the House and Senate consider a bill, and what actions the president can take with a bill. Use a diagram like the one here to record your notes.

148 CHAPTER 5

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 a 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, businessmen 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

1. Teach Ask students the Reading Focus questions to teach this section.
2. Apply As students read this section, have them write a list of steps a bill goes through as it becomes a law. Encourage students to be as specific as possible.
3. Review To review the section’s main ideas, ask volunteers to share steps in the process of a bill becoming a law. With students’ help, create a master list on the board.
4. Practice/Homework Have students create a poster tracking a bill currently moving through Congress. They may refer to their posters while studying how a bill becomes a law.
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.

**Reading Check**  Summarizing What groups or individuals might come up with ideas for bills?

### The House and the Senate Consider the Bill

Any member of either house can introduce a bill. When a bill is introduced, it is assigned a number, such as HR1215. The letters HR indicate that the bill was introduced in the House of Representatives. The number 1215 indicates the bill’s place among all the bills introduced in the House during the current session of Congress. After the bill is introduced, it is printed in the Congressional Record. The Congressional Record is a publication that covers the daily proceedings of Congress.

The bill is then sent to a standing committee. A standing committee is a permanent congressional committee that meets regularly.

### Critical Thinking: Sequencing

**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. **At Level**

### The House and the Senate Consider the Bill

**Describe** What can happen to a bill being considered by a House committee or subcommittee? It can be set aside or—after hearings—it can be accepted, rejected, or changed. If accepted, it may then be sent to the whole House.

**Elaborate** Why might the House of Representatives and the Senate pass different versions of a bill? Possible answer: The Congress members on the committees might disagree about the best way to approach the situation or have heard different evidence.

From the Source: Readings in Economics and Government: Reading 29: Excerpt from a Filibuster

**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
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.

**Reading Check**
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.

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 an even presidential veto.

3. If the president takes no action on a bill for 10 days, the bill automatically becomes a law. But, if Congress adjourns its session during that 10 days, the bill is automatically vetoed, a process known as a pocket veto.

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

answera

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.

Differentiating Instruction

Advanced Learners/GATE

Research a Bill

1. Organize students into small groups. Assign each group one of the actions a president can take on a bill: veto it, sign it, or not sign it.

2. Have students obtain information on a bill that the president has acted on in their assigned way.

3. Have each group create a poster that features information about the bill, including reasons why the president acted on it the way he did. Ask students to use a combination of pictures and their own drawings to complete their projects.

4. Have groups present their posters to the class. Then display the posters in the classroom.

Alternative Assessment Handbook: Rubric 28: Posters
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.

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

Reviewing Ideas and Terms

1. a. Define Write a brief definition for each of the following terms: bill, appropriation bill, and act.
2. a. Define Write a brief definition for each of the following terms: filibuster and cloture.
3. a. Define Write a brief definition for each of the following terms: pocket veto.

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 b. Possible answers: citizens, organized groups, members of Congress, the president
2. a. filibuster, p. 150; cloture, p. 150 b. Possible answer: Committees make sure bills are needed and effective, as well as revise them. c. Students’ answers will vary but should show understanding of the process.
3. a. veto, p. 152; pocket veto, p. 152 b. 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.