Congressional Districting

The imaginary state shown below has 34 counties. The population of each county is indicated. The state is entitled to ten members in the United States House of Representatives because its total population is 5,000,000. Divide the state into ten districts in such a way as to make each district (1) as nearly equal as possible in population and (2) as geographically compact as possible. A district may be smaller than a county or may include more than one county.
Representation and Apportionment

NAME______________________

DUE DATE_____________________

Directions: This is a simulation exercise. A simulation is an attempt to represent reality in a simplified way. You know that there are 100 members of the Indiana House of Representatives and 50 members of the Indiana Senate. You know that Indiana has approximately 5.5 million citizens, and 92 counties. But in this simulation, we will simplify reality by acting as if our population is 1500 citizens in only 10 counties.

PART ONE: Examine the simulated county map of Indiana below, with population distribution. Each dot on the map represents 15 citizens. Then, in the fairest way you can, assign (apportion) the number of representatives and senators each county should be allowed to elect.

<table>
<thead>
<tr>
<th>COUNTIES*</th>
<th>NUMBER OF REPRESENTATIVES</th>
<th>NUMBER OF SENATORS</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td></td>
<td></td>
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<tr>
<td>B</td>
<td></td>
<td></td>
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<tr>
<td>C</td>
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<tr>
<td>J</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

* It might help you if you write in the number of citizens living in each county in these spaces.

1. How many representatives did you give each county? ____
2. How many senators did you give each county? ____
3. How many citizens must each representative represent? ____
4. How many citizens must each senator represent? ____

In the space below, explain how you went about trying to be fair in apportioning legislators to legislative districts.
PART TWO: We will keep our simplified view of reality in Part Two. Indiana still has just 10 counties and 1500 citizens. Only one thing has changed. A number of these citizens have moved from parts of the state to other parts. Your task, again, is to assign the number of representatives and senators each county should be allowed to elect.

<table>
<thead>
<tr>
<th>COUNTIES</th>
<th>NUMBER OF REPRESENTATIVES</th>
<th>NUMBER OF SENATORS</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td></td>
<td></td>
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<td>B</td>
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<tr>
<td>H</td>
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<td>J</td>
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</tbody>
</table>

TOTALS  1500  100  50

*It will help you if you write in the number of citizens living in each county in these spaces.

1. What did you do to be fair in apportioning seats to the House of Representatives? Did you have any difficulties?

2. What did you do in terms of apportioning Senate seats? Any difficulties?
PART THREE: Let's compare the composition of the Indiana General Assembly in our simulation. Imagine that Part One represented the population distribution of 1920 and Part Two the population distribution of 1960.

1. In 1920, each county had ____ representatives.
2. In 1920, each county had ____ senators.
3. Was that fair? Why or why not?

4. In 1960, the largest county had ____ representatives and ____ senators.
5. In 1960, the smallest county had ____ representatives and ____ senators.
6. Was that fair? Why or why not?

Let's pretend that the Indiana General Assembly was not reapportioned from 1920 to 1960. In other words, the county by county representation in 1960 would be the same as it was in 1920. If that were true...

1. Which county, in 1960, would be most under-represented? ________________
2. Which county, in 1960, would be most over-represented? ________________

A bill is introduced in the 1960 General Assembly to reapportion seats according to population. Three representatives are discussing the reapportionment bill. Representative Johnson is from B county; Representative Green is from I county; and Representative Harris is from H county.

3. Which representative would you expect might favor the bill? ________________
4. Which one might be expected to oppose the bill? ________________
5. Which representative might have little interest in the bill? ________________

(Be prepared to explain your choices)

If the reapportionment bill was passed, Indiana's General Assembly would be representative of people living in the 10 counties. You will remember that bills are passed in the Senate and House of Representatives by absolute majorities. An absolute majority is one more than half of all possible votes. Since there are 50 senators and 100 representatives, an absolute majority in the senate is 26 and an absolute majority in the house is 51.

6. Add up the number of representatives and senators of the three largest counties.

<table>
<thead>
<tr>
<th>LARGEST COUNTIES</th>
<th>NUMBER OF REPRESENTATIVES</th>
<th>NUMBER OF SENATORS</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
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</tr>
</tbody>
</table>

TOTALS

7. Could these three counties control the General Assembly and the legislation it passes? Why or why not?

8. Would such a concentration of voting strength seem fair to you? Why or why not?

PART FOUR: We need to take a closer look at ways to represent people through legislative districts, in the General Assembly. County H is pictured below. Because of its large population, it is entitled to elect 25 representatives.

Voters throughout the county would vote for all 25 representatives. (Political scientists call such a district a multi-member district.) The ballot in this case would be a "long" ballot.

1. Do you think that voters in H county would be able to vote intelligently—-with this number of candidates to choose among?

2. Assume that county H's population is 90% white and 10% black. What effect would you expect this multi-member legislative district to have on the election chances of black candidates?

3. In terms of your answers to the two questions above, do you think county H should be divided into a number of smaller legislative districts? Why or why not?
Gerrymandering: Interpreting a Political Map

As you know, the boundaries of congressional districts are drawn by state legislatures every ten years, after the national census. The states are required to make each district as nearly equal in population as possible. However, the party in power in state legislature may still set up districts to favor its candidates for Congress. Drawing up district boundaries for this purpose is known as gerrymandering.

How are districts gerrymandered? The process can be understood by examining the two maps below of an imaginary state. Each map is a model of the distribution of the voters in the state, identified by party affiliation. The state's three congressional districts are drawn in two different ways. The key explains what each dot represents. Map A shows the state's three congressional districts before reapportionment. Map B shows the districts after reapportionment. Examine the number of voters of each party living in each district on both maps. Then compare the numerical strength of each party in each district before and after reapportionment. After answering the questions that follow, you should be able to understand the process of gerrymandering.

1. In Map A, how many districts are there with Republican majorities? How many Democratic majorities? Which party was probably in power in the state legislature when the district boundaries of Map A were drawn?

2. In Map B, how many districts are there with Republican majorities? How might you account for the change in district control between Map A and Map B?

3. How was the change in the number of districts with Republican majorities accomplished?

4. Keeping in mind that each congressional district must contain about 500,000 persons, try to apportion the three districts differently from the ones shown, each with a clear majority for one of the parties.

Key:
- = 50,000 Registered Democrats
- = 50,000 Registered Republicans

Source:
Government in the United States,
ANSWERS

1. 2
   1
   The Republicans

2. 1
   2
   Change in state legislature control from Republicans to Democrats

3. Gerrymandering-Nearly all of the Republicans are concentrated in one district

4. Answers will vary
TEACHING STRATEGY

by Gayle Mertz

OBJECTIVES
1. Identify major concepts in Section 2 of the Voting Rights Act of 1965.
2. Organize data and apply data analysis to Section 2 concepts.

Target Group: Middle to high school students (To use this lesson with younger students, focus on only one of the issues detailed in the article or on just the house or senate redistricting plan)

Time Needed: 2-5 class meetings, depending on the use of optional activities

Materials Needed: For each student, a copy of pages 5-7 and Student Handouts 1 and 2

PROCEDURES
1. Ask students to read “Voting Rights Act of 1965” and “Brief History of U.S. Voting Rights” in the article. Then assign the optional activities on this page.
2. Ask students to read the article, if the reading level is appropriate, or introduce the three appealed Florida cases to the class. Focus on the portion of Section 2 of the Voting Rights Act that prohibits governmental policies and practices that result in minorities’ having “less opportunity than other members of the electorate to participate in the political process and to elect representatives of their choice.” Use any of these questions for class discussion.
   a. In what ways do citizens benefit from participating in the voting process?
   b. Are citizens harmed if they cannot participate in the voting process? If so, in what ways?
   c. Should the government try to make it more convenient for some groups to vote because the groups have experienced discrimination in the past?
   d. Should race be considered when drawing voting district lines? To what extent? Why?
3. Give students Handout 1. Tell them about the town of Athena, which has a population of 200,000 and the responsibility to create 20 voting districts of 10,000 voters each. This is a town that is proud of its diverse population and wants to live up to the ideals that are represented by its namesake. (Athena is the Greek goddess of wisdom.) In small groups, ask students to devise a fair and equitable plan for dividing this town into 20 districts, simply by drawing lines around the symbols representing voters (see Student Handout 2). It is not necessary to give students sufficient time to complete the task. The goal of introducing Handout 1 is to make students aware of the difficulty of the task. Debrief.
4. Tell students that the town council of Athena decided that the only fair way to create districts was to be purely objective. Give students Handout 2 to show them how the council decided to draw districts in the Town Council Redistricting Plan. Ask groups of students to count and analyze the data presented. Debrief with the questions on the handout.
5. Explain to students that the Athena town council’s plan met with controversy, and a meeting was held to receive citizen input. Show students the plan that was proposed by the Hispanic and Latin-American Association on Handout 2. Have student groups assess the fairness of this plan from different perspectives. Ask different groups of students to represent different ethnic/racial groups and be prepared to answer the questions on the handout.

Optional Activities
- Ask one or more students to report on the practice of gerrymandering.
- Assign students different periods in U.S. history, and ask them to research and report on voting rights at those times. Ask students to briefly present their history to the class in chronological order.

Recommended Historical Periods
1776: Declaration of Independence signed
1788: U.S. Constitution in effect
1848: Women’s Rights Convention
1868: 14th Amendment ratified
1870: 15th Amendment ratified
1920: 19th Amendment ratified
1964: 24th Amendment ratified
1965: Voting Rights Act passed
1970: Voting Rights Act amended
1971: 26th Amendment ratified
1982: Voting Rights Act amended to include Section 2
Your Group's Redistricting Plan

Directions: This chart represents where various voters live in the town of Athena. Divide the town into 20 voting districts in a way that is fair and equitable to all ethnic/racial groups.

TOWN OF ATHENA

Note: Each symbol equals 1,000 voters.

- African Americans
- Asian Americans
- American Indians
- Hispanics
- European Americans

Population: 200,000
Voting Districts: 20
Voters per District: 10,000
STUDENT HANDOUT #2

Town Council Redistricting Plan

Directions: Count and analyze the data presented in this objective redistricting plan. Be prepared to answer these questions:
1. How many districts are dominated by a majority of people of one race or ethnicity? Do those districts fairly represent the size of that racial or ethnic population in the city? Should it?
2. Does the plan comply with Section 2 of the Voting Rights Act?
3. Is the plan fair? How might you change the council’s plan?

Hispanic and Latin-American Association Redistricting Plan

Directions: Assess the fairness of this plan from the perspective of the ethnic/racial group assigned to you. Be prepared to answer these questions:
1. Is the plan fair to your group?
2. Does your group represent all voters who are members of your ethnic group?
3. Is the plan fair to all groups?
4. Why do you support/not support the plan?
5. How would you change the plan?
6. Are you able to develop a plan that is fair to all? If not, what should be done?
ANSWERS

standing-permanent committees that consider legislation
select-special committees that conduct studies and investigations
joint-staffed by equal numbers of senators and representatives;

STANDING COMMITTEES

Directions: Complete the following worksheet describing the various types of committees and the responsibilities of the key committees of the House and the Senate.

<table>
<thead>
<tr>
<th>Types</th>
<th>Purpose</th>
</tr>
</thead>
<tbody>
<tr>
<td>standing</td>
<td></td>
</tr>
<tr>
<td>select</td>
<td></td>
</tr>
<tr>
<td>joint</td>
<td></td>
</tr>
<tr>
<td>conference</td>
<td></td>
</tr>
</tbody>
</table>

House Committees

Appropriations
Responsibilities:_____________________________________________________

Rules
Responsibilities:_____________________________________________________

Ways and Means
Responsibilities:_____________________________________________________

Senate Committees

Finance
Responsibilities:_____________________________________________________

Foreign Relations
Responsibilities:_____________________________________________________
Congressional Committees

Committees are important in the operation of Congress.

Directions: The names of various House and Senate committees are listed below. Use these names to fill in the blanks of the sentences that describe what these committees do. All the committee names are used.

Joint Economic Committee
House Committee on Banking, Finance, and Urban Affairs
House Committee on Foreign Affairs
Senate Commerce, Science, and Transportation Committee
House Judiciary Committee
Senate Committee on Agriculture, Nutrition, and Forestry
Joint Committee on Atomic Energy
Senate Select Committee on Indian Affairs
Joint Committee on Taxation
Senate Special Committee on Aging

1. The ________________ conducts studies of all matters pertaining to problems of native Americans including land management, education, health, and claims against the United States.

2. It is the duty of the ________________ to conduct studies of any matters relating to senior citizens including problems and opportunities of maintaining health, assuring adequate income, finding employment, engaging in productive and rewarding activity, and securing proper housing.

3. On the ________________ members of both the House and Senate make a continuing study of matters relating to the Economic Report.

4. The ________________ investigates the administration of the Internal Revenue Service.

5. The use and control of nuclear power is the concern of the _________________.

6. Rural electrification, crop insurance, and soil conservation are some of the responsibilities of the _________________.

7. The ________________ deals with all financial matters other than taxes and appropriations as well as with public and private housing matters.

8. The ________________ monitors relations of the United States with other nations and international organizations and movements.

9. Regulation of interstate communications, inland waterways, Coast Guard, merchant marine, civil aeronautics, fisheries, and wildlife is within the province of the _________________.

10. The ________________ is responsible for considering possible constitutional amendments, civil rights matters, presidential succession, and possible impeachment proceedings.
ANSWERS

1. Senate Selects Committee on Indian Affairs
2. Senate Special Committee on Aging
3. Joint Economic Committee
4. Joint Committee on Taxation
5. Joint Committee on Atomic Energy
6. Senate Committee on Agriculture, Nutrition, and Forestry
7. House Committee on Banking, Finance, and Urban Affairs
8. House Committee on Foreign Affairs
9. Senate Commerce, Science, and Transportation Committee
10. House Judiciary Committee
Assigning Bills to Committees

The bills listed below were considered by both houses of Congress in 1988. Name a committee of the House and a committee of the Senate that you think might have studied each bill. Refer below to the boxed lists of committees.

<table>
<thead>
<tr>
<th>STANDING COMMITTEES</th>
</tr>
</thead>
<tbody>
<tr>
<td>(number of members, 1989-91)</td>
</tr>
<tr>
<td>House of Representatives</td>
</tr>
<tr>
<td>Agriculture (41)</td>
</tr>
<tr>
<td>Appropriations (57)</td>
</tr>
<tr>
<td>Armed Services (44)</td>
</tr>
<tr>
<td>Banking, Finance, and Urban Affairs (46)</td>
</tr>
<tr>
<td>Budget (31)</td>
</tr>
<tr>
<td>District of Columbia (11)</td>
</tr>
<tr>
<td>Education and Labor (28)</td>
</tr>
<tr>
<td>Energy and Commerce (42)</td>
</tr>
<tr>
<td>Senate</td>
</tr>
<tr>
<td>Agriculture, Nutrition, and Forestry (18)</td>
</tr>
<tr>
<td>Appropriations (23)</td>
</tr>
<tr>
<td>Armed Services (18)</td>
</tr>
<tr>
<td>Banking, Housing, and Urban Affairs (18)</td>
</tr>
<tr>
<td>Budget (22)</td>
</tr>
<tr>
<td></td>
</tr>
</tbody>
</table>

1. A bill authorizing $642.5 million in aid to the homeless.
   Assign to: HOUSE COMMITTEE ____________________
   SENATE COMMITTEE ____________________

2. A bill to provide funds for the Coast Guard to stop vessels carrying illegal drugs.
   Assign to: HOUSE COMMITTEE ____________________
   SENATE COMMITTEE ____________________

3. A bill to fund a United States manned space station to cost about $20 billion.
   Assign to: HOUSE COMMITTEE ____________________
   SENATE COMMITTEE ____________________

4. A bill to require certain employers to provide workers with at least 60 days' notice of plant closings or mass layoffs.
   Assign to: HOUSE COMMITTEE ____________________
   SENATE COMMITTEE ____________________

5. A bill to provide relief for flood victims and refugees in Asia.
   Assign to: HOUSE COMMITTEE ____________________
   SENATE COMMITTEE ____________________

Source:
ANSWERS

1. H-Appropriations
   S-Appropriations

2. H-Armed Services
   S-Armed Services

3. H-Science and Technology
   S-Commerce, Science, and Transportation

4. H-Education and Labor
   S-Labor and Human Resources

5. H-Foreign Affairs
   S-Foreign Relations
A Bill Becomes a Law

Bills become laws through a complex process.

Directions: In 1979 President Carter proposed the establishment of a "superfund" to clean up toxic waste sites. In 1980 the Superfund Act was signed into law. Listed below are some of the steps in the lengthy law-making process. List the steps in the order in which they occurred by placing the letters a through i in the blanks.

1. Senate debates and passes Bill S 1480.
2. After skipping the conference committee stage, House passes Senate version of superfund bill.
3. The Senate Environmental Committee considers superfund bill and holds hearings.
4. Bill S 1480 is dropped into Senate hopper.
5. Bill is reported out of Senate Environmental Committee by a vote of 10 to 1.
6. Bill is referred to Senate Finance Committee after opponents try to pigeonhole it.
7. Senate Finance Committee approves bill.
10. House passes the second of its own two superfund bills by a vote of 288 to 11.
ANSWERS

1. h
2. i
3. c
4. b
5. d
6. f
7. g
8. j
9. a
10. e
The Lawmaking Process

The list below shows how a bill becomes law. Write an H in the blanks next to steps occurring in the House of Representatives, an S next to steps occurring in the Senate, and an E next to steps occurring in the executive branch. One step will have two answers. Then put the number of each step in its correct place on the chart. An example has been provided for you.

How a Bill Becomes Law

1. Senator Bell introduces a bill in the Senate (S. 52) calling for stricter air traffic regulation.
2. The House debates and passes H.R. 52.
3. The President signs the bill into law.
4. The Senate committee sends an amended S. 52 to the Senate floor.
5. H.R. 52 is referred to the House committee on public works and transportation.
6. Senate approves the conference committee report and passes the revised bill.
7. The Senate passes S. 52 after adding two amendments.
9. H.R. 52 and S. 52 go to a conference committee. The bill is revised and returned.
10. The House approves the conference committee report and approves the revised bill.
11. S. 52 is referred to the Senate committee on commerce, science, and transportation.
12. The House committee sends H.R. 52 to the House floor with a favorable recommendation.
ANSWERS

1. S
2. H
3. E
4. S
5. H
6. S
7. S
8. H
9. H and S
10. H
11. S
12. H

Diagram from top to bottom

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>8</td>
<td>1</td>
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<tr>
<td>5</td>
<td>11</td>
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<tr>
<td>12</td>
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<td>2</td>
<td>7</td>
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<td>9</td>
<td></td>
</tr>
<tr>
<td>10</td>
<td>6</td>
</tr>
<tr>
<td>3</td>
<td></td>
</tr>
</tbody>
</table>
The Lawmaking Process

The life of an actual bill—House Resolution 2—is outlined below. This bill became Public Law 100-17 in 1987, the Surface Transportation and Uniform Relocation Assistance Act, which provides funds for highway construction and repair projects as well as mass transit projects. Using the calendar below, answer the questions that follow in the spaces provided.

<table>
<thead>
<tr>
<th>Date</th>
<th>Event</th>
</tr>
</thead>
<tbody>
<tr>
<td>January 6</td>
<td>H.R. 2 introduced in the House; S. 185 introduced in the Senate.</td>
</tr>
<tr>
<td>January 21</td>
<td>S. 387 reported out of the Environment and Public Works Committee;</td>
</tr>
<tr>
<td></td>
<td>H.R. 2 passed the House by a vote of 401-20.</td>
</tr>
<tr>
<td>February 2</td>
<td>S. 387 laid before the Senate.</td>
</tr>
<tr>
<td>February 4</td>
<td>Passed the Senate as H.R. 2 by a vote of 96-2; Senate Conferees named.</td>
</tr>
<tr>
<td>February 19</td>
<td>House Conferees named.</td>
</tr>
<tr>
<td>February 24</td>
<td>Conference Committee met.</td>
</tr>
<tr>
<td>February 26</td>
<td>Conference Committee met.</td>
</tr>
<tr>
<td>March 4</td>
<td>Conference Committee met.</td>
</tr>
<tr>
<td>March 5</td>
<td>Conference Committee met.</td>
</tr>
<tr>
<td>March 10</td>
<td>Conference Committee met.</td>
</tr>
<tr>
<td>March 19</td>
<td>Conference report on H.R. 2 passed the Senate by a vote of 79-17.</td>
</tr>
<tr>
<td>March 27</td>
<td>President vetoed H.R. 2.</td>
</tr>
<tr>
<td>March 31</td>
<td>President's veto overridden by a vote of 350-73 in the House.</td>
</tr>
<tr>
<td>April 1</td>
<td>Senate sustained President's veto.</td>
</tr>
<tr>
<td>April 3</td>
<td>President's veto overridden by a vote of 67-33 in the Senate.</td>
</tr>
</tbody>
</table>

From the Congressional Record, April 1987.

CHECKING FACTS
1. Where did H.R. 2 originate? Is it a public or a private bill?

2. What happened to the bill immediately after it was introduced?

3. Describe the life of H.R. 2 between March 18 to April 3.

CRITICAL THINKING
4. What factors might have caused the Senate to initially sustain the President's veto?

5. Could the override of the President's veto have been predicted? Why?
ANSWERS

1. It originated in the House (H.R. stands for House Resolution); a public bill

2. It went to the Environmental and Public Works Committee

3. After the revised bill was passed by the House and the Senate, it was vetoed by the President. The presidential veto was overridden by the House, and the Senate voted twice before their override vote carried.

4. Overriding a presidential veto is considered an affront to the President and is not done lightly. Members of the President's own party in the Senate may have initially been pressured to uphold the veto.

5. Answers will vary. Students should note the very high margin by which the bill passed both chambers.
Studying a Bill

Bills become laws through a complex process

Directions: You can learn a lot about a bill by carefully reading its first page. Study the bill reproduced below. Then answer the questions that follow.

90th CONGRESS 1st Session

February 3, 1967

Mr. Yarborough (for himself, Mr. Bible, Mr. Cannon, Mr. Clark, Mr. Kennedy of Massachusetts, Mr. Long of Missouri, Mr. Morse, Mr. Randolph, Mr. Smithers, and Mr. Williams of New Jersey) introduced the following bill; which was read twice and referred to the Committee on Labor and Public Welfare

A BILL

To prohibit age discrimination in employment.

Be it enacted by the Senate and House of Representa-
tives of the United States of America in Congress Assembled,
That this act may be cited as the "Age Discrimination in Employment Act of 1967."
STATEMENT OF FINDINGS AND PURPOSE
Sec. 2. (a) The Congress hereby finds and declares
that—
(1) in the face of rising productivity and affluence,
older workers find themselves disadvantaged in their . . .

1. In which house was this bill first introduced? ________________________
2. How many bills were introduced before this bill? ___________________
3. Who was the principal sponsor of this bill? ________________________
4. What states were the cosponsors from? _____________________________
5. Which committee had jurisdiction over this bill? _____________________
6. What was the purpose of the bill? _________________________________
7. What was the title of the bill? ____________________________________
8. Whom was the bill written to protect? ______________________________

Adapted from Frank Cummings, Capitol Hill Manual
ANSWERS

1. the Senate (indicated by the S preceding the bill's number)
2. 829
3. Mr. Yarborough
4. Massachusetts, Missouri, and New Jersey
5. The Committee on Labor and Public Welfare
6. to prohibit age discrimination in employment
7. the "Age Discrimination in Employment Act of 1967"
8. older workers
Evaluating
a Proposed Law

In a court case of 1989, the U.S. Supreme Court ruled that a person who burned a U.S. flag in public could not be punished by state authorities because of the First Amendment's guarantee of freedom of speech. Following this controversial decision, the bill quoted below was introduced into the House of Representatives. Read the bill, answer the questions, and decide whether you are for the bill or against it.

101st Congress
1st Session

H.R. 2978

A BILL

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled.

SECTION 1. Short title
This act may be cited as the "Flag Protection Act of 1989."

SECTION 2. Criminal penalties with respect to the physical integrity of the United States flag.

(a) (1) Whoever knowingly mutilates, defaces, burns, or tramples upon any flag of the United States shall be fined under this title or imprisoned for not more than one year, or both.

(2) This subsection does not prohibit any conduct consisting of the disposal of a flag when it has become worn or soiled.

(b) Definition.—As used in this section, the term "flag of the United States" means any flag of the United States, or any part thereof, made of any substance, of any size, in a form that is commonly displayed.

1. Why is H.R. 2978 an example of a public bill?

2. What might be one positive result of enacting this bill into law?

3. What might be one negative result of enacting this bill into law?

4. If your class were the House of Representatives, would H.R. 2978 pass?

Your vote (circle one): YEA • NAY

Class vote: YEAS: _______ NAYS: _______
ANSWERS

1. This bill applies to all people in the United States of America.

2. This bill, if passed, could possibly encourage people of the United States to stop doing such acts in public.

3. People may protest against this restriction and do such acts purposely in protest.

4. Answers will vary from class to class.
How can you convince lawmakers to vote for your bill? By *lobbying* them—the really fun part of the process.

A *lobbyist* is anyone who tries to convince a lawmaker to vote for or against a particular issue. In some states, a lobbyist is a professional who is paid for his work. He must officially register with the state. In other states, anyone can lobby by picking up the phone or showing up at the state house and chewing the fat with her local senator.

The word “lobbyist” comes from the practice of standing in the state house lobby while trying to get lawmakers’ votes. Much lobbying still occurs outside the senate and house chambers.

As a lobbyist, you can have a lot of power, even if you’re “just a kid.” Because you won’t always be a kid. Someday you’ll be a voter. Lawmakers realize this, and most of them also feel the need to represent the views of all of their constituents, including you.

“A president only tells congress what they should do. Lobbyists tell ‘em what they will do.”

*Will Rogers*

Should you try lobbying? Only if you have a real problem and a real solution to present. Lawmakers are under a lot of pressure to consider all the *legislation* (laws) and *appropriations* (ways state money will be spent) that come before them during each legislative session. Their time is too valuable for you to tie it up simply for a learning experience.

Let’s assume that you *do* have a good idea. Here are some tips to get you started as a lobbyist.
Tips for Successful Lobbying

1. MAKE SURE YOU HAVE RESEARCHED YOUR ISSUE. Know what you're talking about—whether it's an issue you're introducing, or one that someone else has introduced and you want to support (or oppose).

2. START LOBBYING EARLY. The best time is well before your state's legislative session begins. Much legislation gets tabled (put aside) because time runs out before it can be considered.

   If you begin early enough, present your issue to interim committees—committees which meet between sessions. This will give you a head start on getting attention for your problem.

   Interim committees often meet on weekends or three or four days a month throughout the year. Much legislation is shaped in these committees. You can appear at these meetings to speak about your cause or to get help from members.

3. FIND A SPONSOR. Look for a legislator who will support your cause and help you through the process.

   If possible, choose a legislator from your district, one who believes in your cause and wants to help. She will have experts on her staff to research your project at no cost to you. Her staff will rewrite your ideas in legal language and proper bill format. Your sponsor will also introduce your bill to legislators and speak in favor of it.

4. BUILD COALITIONS OF SUPPORT. Find others who are concerned about your issue (other schools? agencies? youth groups? parents?). Organize them. Let them know what you're planning to do. Ask them to help.

5. IDENTIFY YOUR OPPOSITION. Find out who might throw tacks in your path.

   For example, if you're trying to put through a clean air bill, industries who pollute the air might not be in favor of correcting the problem, since it costs money to modify or replace polluting smokestacks. Don't ignore them. Meet with them and be willing to hear their side of the issue. Include their point of view in your bill.

Identifying your opposition also saves valuable time. Lawmakers will want to know how the other side feels before considering your idea.

6. ASK FOR MORE THAN YOU THINK YOU MIGHT GET. Then be willing to compromise.

7. ACQUAINT YOURSELF WITH THE RULES COMMITTEE. Each house has one, which acts as the "gatekeeper" for legislation. The rules committee decides which standing committee will investigate bills.

   Standing committees (also called permanent committees) are the workhorses of the legislature. They cover areas like education, natural resources, health, social services, transportation, business and labor rules, and so on. You can usually go before these committees to speak for your cause.

   As the legislative session draws near to the end, the rules committee can bypass standing committees to save bills from being tabled.

8. ACQUAINT YOURSELF WITH THE APPROPRIATIONS PROCESS. This is important if you want to have a say in how state money is spent.

   The appropriations committee decides how the budget pie is sliced after the governor makes his or her recommendations. It is usually made up of lawmakers from both houses. Your state may have several appropriations committees to study needs in major areas—the courts, business, labor, energy, education, and so on. A senior appropriations committee prepares a final budget act for approval by lawmakers.

9. PREPARE ONE OR MORE POSTERS TO BRING TO COMMITTEE MEETINGS. (Check first to see if posters are allowed. Sometimes they aren't.) Your poster should present, reinforce, and clarify your idea in a visual way.

   a. Make the printing large enough so the whole committee can read it from a distance.

   b. Vary the print sizes. Your main heading should be in the largest printing.

   c. Use color for more impact.

   d. Try to stick to one main idea per poster. If you have several ideas to present, make several posters.

   e. During the committee meetings, don't forget to use your poster. Point to it. Explain it. Repeat the idea presented on it.
10. PREPARE A ONE-PAGE FLYER TO HAND TO EACH LAWMAKER YOU LOBBY. Your flyer should include:
   a. your bill number, title, and content (what the bill says)
   b. your sponsor's name and title
   c. your name, or the name of the group you are representing
   d. a "needs statement"—your reasons for supporting (or opposing) the bill
   e. your solution (which may be the bill itself)
   f. your request for support (or, if you are opposing the bill, your request that the legislator join you in opposing it)

Make your flyer interesting to look at. Vary the print size, use color, add humor if appropriate. Legislators get a lot of flyers supporting or opposing bills. You want yours to stand out from the crowd.

If you think it's absolutely necessary, you could add supporting material (more pages). But legislators don't have much time to read large packets of information. One page is more likely to get their attention.

Page 105 is an example of a flyer the Jackson kids prepared in support of their Hazardous Waste Superfund. Page 106 shows part of the actual legislation after it was rewritten in legal language and passed.

11. SEND THANK-YOU NOTES TO THE PEOPLE WHO HELP YOU. This includes your sponsor, committee members, other legislators you lobby who agree to support your cause.

12. REMEMBER THAT GOOD PUBLIC RELATIONS ARE ESSENTIAL AT EVERY STEP OF THE WAY. Never speak discourteously, even if your contact is rude. Never argue or threaten. A polite attitude might pave the way for a future success, even from your opposition.

Above all, be yourself. Be a kid! You don't have to take legislators to dinner to win them over.

Jackson students testify in the Utah Legislature, House Standing Committee, in support of their Hazardous Waste Superfund. Representative Ted Lewis is at left.
Interest Groups and Lobbying

Financing congressional campaigns raises many questions.

Directions: Below are the recollections of a member of Congress on the lobbying activities of two interest groups in California. Read both descriptions and answer the questions that follow.

The walnut industry is well organized. . . . So, when the industry got in trouble and came to Washington, they came well prepared. Each California congressman received a personal . . . letter. Then, a telegram called attention to the letters. Finally, there was a telephone call, asking for comments.

After this preliminary barrage, the walnut growers' representative was ready to come to town. He set up headquarters at a nearby hotel. He called on congressmen several times. He talked to my legislative assistant. Then . . . it was announced that there would be a meeting with the Secretary of Agriculture. Meticulous care was taken to be sure that all congressmen and senators who represent walnut growers would be there. In a large Department of Agriculture conference room . . . a skillful "presentation" for the industry was made.

Some time ago I received a long letter asking what congressional action was expected in poultry. A check revealed that nothing was contemplated. . . . The prevailing view was that since there was no leadership in the industry . . . hearings would serve no purpose. . . . A day or so later, I heard that a group of distressed poultrymen from New Jersey were asking to meet with their government. The Georgia and Alabama broiler people also asked to be heard.

All of a sudden, we learned that there was to be a hearing. At the hearing a crowd of two hundred poultrymen swarmed into the Agriculture Committee room. . . . Witnesses testified that the lowest prices in eighteen years for eggs and chickens were bankrupting an industry . . .

Throughout two days the same depressing story was recounted. . . . Significantly absent were representatives of the larger organized farm groups.

1. What lobbying tactics did the walnut growers use?

2. What lobbying activities did the poultrymen engage in?

3. Which group was more likely to get congressional action? Why?

4. There's an old saying in American politics: "The squeaky wheel gets the grease." Explain this adage.
ANSWERS

1. The walnut growers hired people to write letters, send telegrams, make phone calls, meet with members of Congress, talk with assistants, take lawmakers out to lunch, arrange meetings, and make presentations about their group's interests.

2. The poultry farmers petitioned for a congressional hearing and came to Washington themselves to testify.

3. The walnut growers were more likely to succeed because they were better organized to put more pressure on members of Congress.

4. Citizens who openly express their opinions and can exert the most political pressure tend to be listened to.
ANALYZING POLITICAL CARTOONS

Political cartoons can tell us a lot about a particular situation or event in the news. These cartoons can sometimes get a point across better than written words.

How do you analyze political cartoons?

1. You must have some background knowledge about the situation being depicted. Our discussions and readings about Congress should help you interpret the following political cartoon.

2. You must determine who or what is being depicted in the cartoon.

3. You must determine what is happening in the cartoon.

4. You must determine what interpretations one can give to the cartoon.

5. You must determine if an artists' bias is present in the cartoon. To decide on the bias of the cartoonist, you must determine what the cartoonist is for or against, what would he or she like to be done, and what special interest groups the artist is trying to reach.

Let's put this 5 step plan into action!

DIRECTIONS: Take a look at the cartoon provided on the following page. This cartoon obviously has something to do with Congress, but what point is the cartoonist really trying to get across?

I have provided some questions to help you through the process of analyzing this cartoon. Notice that the guideline questions relate to the five step plan you just read about.

1. In order to understand this cartoon you must have an idea about the role that lobbies and lobbyists play in the legislative process in Congress. What are lobbies? What are their goals? How do they accomplish these goals?

2. Who or what is being depicted in the cartoon?

3. Describe what is happening in this cartoon.

4. What do you think this cartoon is trying to say to us?

5. Do you think that the cartoonist feels positively or negatively about this issue? How can you tell?

6. Do you agree or disagree with the point that the cartoonist is trying to get across? Why or why not?
WHO RUNS AMERICA?
A. THE PRESIDENT
B. SUPREME COURT
C. CONGRESS

"LOBBIES"
SHOULD A LAWMAKER'S TERM OF OFFICE BE LIMITED?

In 1951, the people of our country approved an amendment, or change, in the Constitution which limited any President to two terms in office. Each term of office for a President is four years. Nothing has ever been done on a large scale to limit the terms of office of representatives or senators. However, recently this controversial issue is being talked about more and more, and many are suggesting that these term limits are a necessity.

Some have suggested that each member of the House of Representatives be limited to only two terms of office (a total of 4 years) and that each member of the Senate be limited to two terms (a total of 12 years). Those that favor such a change argue that every Congress needs fresh faces and ideas. Without them, Congress seems to grow old and stale and unable to present new ideas and solutions to the ever-increasing number of new problems faced by our country.

Opponents of such a limit argue that every session of Congress should have experienced lawmakers. These opponents agree that new ideas and faces are needed, but experienced members of Congress have presented new solutions to new problems as well.

What do you think?

1. What are some of the arguments for term limits?

2. What are some of the arguments against term limits?

3. Which argument do you agree with and why?

4. Now imagine that you are a member of Congress. Now what position would you take on this issue. How would you defend this stance to your constituents?

5. Do you think that we will ever see an amendment to the Constitution limiting the terms of legislators? Why or why not?
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I have provided some questions to help you through the process of analyzing this cartoon. Notice that the guideline questions relate to the five step plan you just read about.

1. The background knowledge you need to understand this cartoon deals with political parties and their stances on term limits. Which party does the elephant represent? What kind of stance has this party claimed to take on the term limits issue?

2. Based on your answer to the first question, who or what is being depicted in the cartoon?

3. Describe what is happening in this cartoon.

4. What do you think this cartoon is trying to say to us?

5. Do you think that the cartoonist is criticizing the party in the cartoon? Why or why not? Do you agree with the point that the cartoonist is trying to make? Why or why not?

6. Do you think that political party leaders make promises too often that they cannot or will not keep? Why do you think that they do that?
The spotlight on term limits

By Walter Mears
The Associated Press
WASHINGTON

Whatever happens in the campaign to limit congressional terms, its advocates already have gained one victory: the six-year rule Republicans set for their new House committee chairmen.

By GOP account, that limit is already changing ways and attitudes at the Capitol. There's less point in battling for turf, staffers and offices when being a chairman can't be a career.

Instead, one Republican said, the new crop of chairmen should be focused on policies and legislation they can reasonably expect to accomplish within a span of three Congresses. Then, under these rules, they're out.

But it will take time and experience to tell whether those attitudes hold.

There's no such ceiling in the Senate; there, seniority rules.

The House rule is a start in the direction that term-limits campaigners have been seeking. Their movement was boosted by the voter appetite for change in an institution that gets low rankings in every poll on job performance and confidence. Every state that has voted on term limits has adopted them — 22 since 1992 and another likely to join this year.

The Supreme Court is to rule, probably by June, on whether states have the authority to set tenure as a condition for service in Congress.

One argument for the limits is that the lure of long-term power is a chronic problem in Congress.

As the House limit on committee chairmen was being adopted, Rep. John Lindner, a second-term Republican from Georgia, said without it, power had become too concentrated and entrenched — a handful of Democratic leaders dictating the agenda and striving "to protect committee turf or consolidate power."

The broader campaign is for limits on everybody in Congress, not only on chairmanships. The constitutional amendment would take two-thirds votes, 290 in the House, and that will be hard to get, since there are Republicans who will oppose the measure.

According to the Term Limits Legal Institute, leaders of Congress and its committees have served an average of 28 years, compared with 10 for rank and file members of the House.

"Instead of changing our procedures, term limits will change the way we think," said Sen. Hank Brown, R-Colo., introducing a constitutional amendment on Tuesday to set 12-year ceilings for both senators and House members. "... Politicians would no longer view Congress as a lifetime career."

Despite the upheaval that put Republicans in control of Congress, the re-election rate for incumbents on Nov. 8 was over 91 percent, in line with the average of the past decade.

The Journal News January 22, 1995
Congress: Its Powers, Structure, and Members

The chart below shows the power of incumbency in the House of Representatives. Study the chart, and answer the questions that follow.

**House of Representatives Re-election Bids**

<table>
<thead>
<tr>
<th>Election years</th>
<th>Percentage of incumbents re-elected</th>
</tr>
</thead>
<tbody>
<tr>
<td>1976</td>
<td>95.8%</td>
</tr>
<tr>
<td>1978</td>
<td>93.7%</td>
</tr>
<tr>
<td>1980</td>
<td>90.7%</td>
</tr>
<tr>
<td>1982</td>
<td>90.1%</td>
</tr>
<tr>
<td>1984</td>
<td>95.4%</td>
</tr>
<tr>
<td>1986</td>
<td>98.0%</td>
</tr>
<tr>
<td>1988</td>
<td>98.5%</td>
</tr>
</tbody>
</table>

Source: Congressional Quarterly Weekly Report

1. What is an incumbent?

2. a. What is the lowest number of incumbents that ran for re-election between 1976 and 1988?

   b. What is the highest number of incumbents that ran for re-election?

   c. What generalization can be made based on this information?

3. a. What is the smallest percentage of incumbents that won re-election between 1976 and 1988?

   b. What is the largest percentage of incumbents that won re-election?

   c. What generalization can be made based on this information?

4. Find data to support this generalization: Being the incumbent is a definite advantage in running for the House.
ANSWERS

1. someone who is presently an elected official or already in office

2. a. 382
   b. 409
   c. Students might notice that the number of incumbents seeking re-election each election year is fairly consistent.

3. a. 90.1%
   b. 98.5%
   c. Students should notice that incumbents seeking re-election are very successful.

4. Students should notice that a very high percentage of incumbents in each of the elections (more than 90%) won re-election.
Interpreting Pie Graphs

Are different groups in the U.S. population well represented in the House and Senate? The pie graphs below indicate to what extent two such groups—women and blacks—were represented in the 101st Congress (serving from 1989 to 1991). Analyze the charts, and answer the questions.

**Men and Women in the U.S. House and Senate: 101st Congress**

- **TOTAL U.S. POPULATION**
  - Women 51.2%
  - Men 48.8%

- **Members of the House**
  - Women 5.7%
  - Men 94.3%

- **Members of the Senate**
  - Women 2%
  - Men 98%

**Blacks and Whites* in the U.S. House and Senate: 101st Congress**

- **TOTAL U.S. POPULATION**
  - Blacks 12.2%
  - Whites 87.8%

- **Members of the House**
  - Blacks 5.5%
  - Whites 94.5%

- **Members of the Senate**
  - Whites 100%

*Included with Whites are Hispanics and Asians

For each statement, circle whether you think it is supported or not supported by information in the graphs.

1. No blacks were elected to the U.S. Senate in 1988.
   - **SUPPORTED**
   - **NOT SUPPORTED**

2. In the House, the proportion of black members to white members is roughly the same as the proportion of blacks to whites in the total U.S. population.
   - **SUPPORTED**
   - **NOT SUPPORTED**

3. Both women and blacks are better represented in the House than in the Senate.
   - **SUPPORTED**
   - **NOT SUPPORTED**

4. In 1990, there were 98 men serving in the Senate.
   - **SUPPORTED**
   - **NOT SUPPORTED**

5. In the 101st Congress, members of the House who were black and female outnumbered members of the House who were black and male.
   - **SUPPORTED**
   - **NOT SUPPORTED**
ANSWERS

1. supported
2. not supported
3. supported
4. supported
5. not supported
A Day in the Life of a Congressional Representative

Case Study: What the members of Congress do.

Directions, Part A: Pretend you are Representative Garcia's secretary. This is a page from his appointment book. Write in the activities he is likely to be involved in on a typical day. On the right side of the page indicate whether the activity is legislative in nature or primarily devoted to constituents' needs.

9:00

10:00

11:00

12:00

1:00

2:00

3:00

4:00

5:00

6:00

Directions, Part B: Indicate whether you consider Garcia a trustee, a delegate, or a politico, and tell why.
1. Answers will vary considerably. Typical legislative activities would include attending sessions, legislative research and reading, meeting with lobbyists, and committee work. Nonlegislative activities include answering letters, meeting with constituent groups, tape radio or television broadcasts, and speaking engagements.

2. Most students are likely to view Garcia as a politico. He is likely to vote the way his constituents want on issues they feel strong about, but on other issues, he will probably vote as he thinks best.
Money Is a Problem

Financing congressional elections raises many questions.

Directions: Mark the following statements either true or false. If a statement is false, correct it to make it true in the space provided.

1. Candidates who are unable to raise large amounts of money usually cannot mount effective campaigns.

2. Winning candidates for the House of Representatives spend on the average about $50,000 to get elected.

3. Senate candidates generally spend less than representatives to get elected.

4. The amount of money spent on the campaign is always the key factor on determining the winner.

5. About 60 percent of the average candidate's spending pays for advertising.

6. Most of the money raised in election campaigns is from individual contributors.

7. Political parties help finance campaigns.

8. PACs are organized by political party committees.

9. The number and influence of PACs is growing.

10. PACs represent all segments of American society.
ANSWERS

1. True

2. False  The average is between $250,000 and $300,000

3. False  The average cost for a senate campaign is $2 million

4. False  Some candidates spend very little and win

5. True

6. True

7. True

8. False  PAC's are organized by individuals or groups such as corporations and unions

9. True

10. False  Individuals and groups that do not or cannot contribute money, for example, the poor, are not represented.
Congressional Ethics—One Person’s View
Use with Chapter 11, Section 3 Public confidence is hard to inspire.

Directions: According to a Gallup poll (published in the October 22, 1984, issue of Newsweek), public confidence in Congress declined from 42 percent in 1973 to 29 percent in 1984. In 1980, U.S. News & World Report interviewed Adlai E. Stevenson III, former Democratic senator from Illinois, about congressional ethics. Stevenson served as the chairman of the Senate Ethics Committee from 1977 to 1979. Read the following excerpts from that interview, then answer the questions below.

Q. Why do most Americans hold Congress in such low esteem?
A. I don't think it's because the levels of ethical conduct have declined. It's because of a general cynicism toward all institutions, especially the institutions of government.

Q. Shouldn't Congress be held to the highest standards?
A. No question about it, and members should be punished severely for any infractions. I think the betrayal of the public trust is tantamount to treason.

Q. How did this situation develop?
A. It's partly due to reforms that have increased dependence of members of Congress on political action committees for financial support. It's partly the proliferation of single interest groups that are here watching every day. It used to be that we could represent the public's interest in secret. Now we have adopted sunshine laws and opened the doors to all the lobbyists. They're the ones, day in and day out, who are watching and intimidating and ultimately controlling the process. The end result is unresponsive government and vulnerable politicians.

Q. Should controls be tightened on political action committees?
A. I think PACs ought to be outlawed...

Q. How have PACs affected individual contributors?
A. Campaign-financing laws have effectively disenfranchised the individual. We have put a flat $1,000 limit on contributions from any individual, but allow PACs to give $5,000. That has made members of Congress dependent on PACs. They don't bother as much with individuals any more.

Q. What else, besides the elimination of PACs, would you like to see?
A. I would increase the limits for individual contributions to, maybe, $3,000. We're not going to be corrupted by $3,000. Then I would provide public financing to whatever extent is necessary to make the financing adequate—but only for general-election campaigns.

Q. Are members of Congress paid adequately?
A. ... It's necessary for most senators to supplement their incomes by making speeches before interest groups. It might be wiser to give members an adequate salary...

1. Name two major historical events in the 1970s that probably created “a general cynicism toward...the institutions of government.” Consult a United States history textbook, if necessary.

2. What three groups did Stevenson identify as partly responsible for declining public confidence in Congress?

3. How might raising congressional salaries strengthen congressional ethics?

4. Do you think congressional representatives should be held to higher ethical standards than ordinary citizens? Explain your answer on a separate sheet of paper.
ANSWERS

1. The Vietnam War & Watergate

2. political action committees
   interest groups
   lobbyists

3. They would not have to rely on interest groups to supplement their salaries.

4. Answers will vary.
The Legislative Veto

Congress must deal with the executive branch.

Directions: Below is an excerpt from Chief Justice Warren Burger's majority opinion in Immigration and Naturalization v. Chadha. Review your textbook's discussion of the case. Then read Burger's opinion and answer the questions that follow.

Explicit and unambiguous provisions of the Constitution prescribe and define the respective functions of the Congress and of the Executive in the legislative process. Article 1 provides:

"All legislative Powers herein granted shall be vested in a Congress of the United States, which shall consist of a Senate and a House of Representatives...."

"Every Bill which shall have passed the House of Representatives and the Senate, shall, before it becomes a Law, be presented to the President of the United States;...."

"Every Order, Resolution, or Vote to which the Concurrence of the Senate and House of Representatives may be necessary (except on a question of Adjournment) shall be presented to the President of the United States;...."

"The bicameral requirement, the Presentment Clauses, the President's veto, and Congress' power to override a veto were intended to erect enduring checks on each Branch and to protect the people from the improvident exercise of power by mandating certain prescribed steps. ...."

The [legislative] veto authorized by [the law in question] doubtless has been in many respects a convenient shortcut; [B]ut it is crystal clear from the records of the Convention, contemporaneous writings and debates, that the Framers ranked other values higher than efficiency....

The choices we discern as having been made in the Constitutional Convention impose burdens on governmental processes that often seem clumsy, inefficient, even unworkable, but those hard choices were consciously made by men who had lived under a form of government that permitted arbitrary governmental acts to go unchecked. There is no support in the Constitution or decisions of this Court that the cumbersomeness and delays often encountered in complying with explicit Constitutional standards may be avoided, either by the Congress or by the President....

We hold that the ... veto provision ... is unconstitutional.

1. Using the copy of the Constitution in your textbook, identify the section and clause numbers of the three passages from Article 1 that Chief Justice Burger quoted in his opinion.
   a. "All legislative Powers": ________________________________
   b. "Every Bill which shall have passed": ____________________________
   c. "Every Order, Resolution, or Vote": ____________________________

2. Burger declared the legislative veto unconstitutional on the basis of the three sections you just identified in question 1. Which ones did he characterize as:
   a. "the Presentment Clauses"? ____________________________  b. "the bicameral requirement"? ____________________________

3. What phrases did Burger use to identify insufficient grounds for a legislative veto?

From U.S. Supreme Court Reports, 77 Lawyers Edition 2d, pp. 341, 349, and 350
ANSWERS

1. a. Section 1
   b. Section 7, clause 2
   c. Section 7, clause 3

2. a. Section 7, clause 2
   b. Section 1

3. "convenient shortcut", "efficiency", "governmental processes that often seem clumsy, inefficient, even unworkable", "the cumbersomeness and delays often encountered in complying with explicit Constitutional standards"
An Editorial Cartoon

Congress must deal with the executive branch.

Directions: Using the cartoon below and the information from your text, answer the following questions.

1. Why is the White House depicted as a thief?

2. What war powers has the executive branch taken from Congress?

3. What might the cartoonist mean by the White House taking “power of the purse”?

4. Explain the caption of the cartoon. What is the main idea?

5. Why is Congress at a disadvantage in dealing with the executive branch?

6. How has Congress tried to reassert its control of foreign affairs and appropriations?
ANSWERS

1. The cartoonists is implying that the executive branch is taking away important congressional powers.

2. American Presidents have committed American military forces without asking Congress for a declaration of war. Presidents have made numerous executive agreements to get around the constitutional requirement of Senate approval of treaties.

3. Presidents have impounded or refused to spend money that Congress has appropriated.

4. The cartoonist is being sarcastic. Separation of powers means that each branch has separate responsibilities, not that one branch should take over the responsibilities of another branch.

5. a. members of Congress spend much time working on behalf of their constituents
   b. the congressional workload is very heavy
   c. Congress must rely on the executive branch for information and expertise
   d. the legislative veto has been declared unconstitutional

6. Congress has passed the War Powers Act and the Budget and Impoundment Control Act.
### Congressional Reform

*Public confidence is hard to inspire.*

Directions: Each of the items below has been proposed as a way to make the operation of Congress more efficient or to make members more accountable. Write A in the box provided if you approve of the proposed reform. Write D if you disapprove. Give reasons for your position.

<table>
<thead>
<tr>
<th>Approve or Disapprove</th>
<th>Reasons</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. increase each member's clerk-hire allowance so that staff might be enlarged</td>
<td>□</td>
</tr>
<tr>
<td>2. increase terms of office for House members to four years</td>
<td>□</td>
</tr>
<tr>
<td>3. reorganize committee assignments to reduce overlap and to correspond more precisely with executive departments and agencies</td>
<td>□</td>
</tr>
<tr>
<td>4. permit the Congress, by majority vote, to require the executive branch to provide information requested by any committee</td>
<td>□</td>
</tr>
<tr>
<td>5. empower the congressional committees to authorize broadcasting or televising of hearings by majority vote of the committee</td>
<td>□</td>
</tr>
<tr>
<td>6. require joint House and Senate committee hearings on all executive-initiated legislation</td>
<td>□</td>
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<tr>
<td>7. enforce a rule reducing members' salaries for absenteeism, with exceptions made for illness or extenuating circumstances</td>
<td>□</td>
</tr>
<tr>
<td>8. require members to forfeit seniority privileges after each six consecutive terms in the House and two in the Senate</td>
<td>□</td>
</tr>
<tr>
<td>9. in order to encourage more people to contribute to political campaigns, allow persons who make political contributions under $100 to deduct them for tax purposes</td>
<td>□</td>
</tr>
<tr>
<td>10. restrict any member of Congress from serving as a director or an official of any corporation or organization doing business with the national government</td>
<td>□</td>
</tr>
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</table>
ANSWERS

Answers will vary greatly, but students should keep in mind the following reasons for each reform proposal:

1. would allow members of Congress to rely less on the executive branch for information

2. would allow congresspersons to spend less time raising money and campaigning and more time on their legislative duties

3. would make process of considering bills more efficient and would enable Congress to oversee executive departments more effectively

4. would make it more difficult for the executive branch to withhold information from Congress

5. would make members of Congress more accountable to their constituents

6. would reduce overlap between House and Senate committees

7. would force congresspersons to spend more time on the job

8. would increase influence of newer members

9. would reduce the influence of PAC'S and very wealthy individuals on Congress

10. would reduce the risk of conflicts of interest
A LITTLE EXTRA

Ideas For Using The Following List Of Famous Firsts In The History Of Congress

1. Divide the class into small groups and assign each group one of the following people to research. Each member of the group is responsible for researching a different topic related to this person. The groups will share their findings with the entire class.

2. Either the teacher or some students looking for extra credit work can create a bulletin board highlighting the life and accomplishments of these famous firsts.

3. The teacher can provide one of the following names and give extra credit points to the first student who researches and finds out why this person is significant in the history of Congress.

A LITTLE EXTRA: Firsts in the History of Congress

The following members of Congress are in the record books as either the first woman or the first black to serve in the two houses.

Jeanette Rankin (Montana): first woman elected to the House, 1916

Rebecca L. Felton (Georgia): first woman named by a governor to a Senate seat to fill an unexpired term, 1922. She served only one day before relinquishing the seat to a man chosen by popular vote.

Hattie Caraway (Arkansas): first woman elected to a Senate seat, 1932

Margaret Chase Smith (Maine): first woman to be elected to both a House seat (1940) and a Senate seat (1948)

John W. Menard (Louisiana): first black elected to Congress, 1868. The House, however, refused to accept the election result, and he never served.

Joseph H. Rainey (South Carolina): first black to serve in the House, 1870

Hiram Revels (Mississippi): first black to serve in the Senate, 1870

Shirley Chisholm (New York): first black woman to be elected to Congress, as a representative, 1968
How to Initiate or Change a National Law

Suppose you have chosen a problem and researched it. Your solution is to go for a new national law, or a change in an existing law. (Take another look at “Ten Tips for Taking Social Action” on pages 12–13.) Here’s how to do it.

1. CONTACT SOMEONE WHO CAN HELP YOU. If you wanted to initiate or change a state law, you’d contact someone in state government. If your goal is a national law, you’ll need someone in national government on your side.

   ASK FOR ADVICE (AND WRITE IT DOWN)

   As you’re looking for people to help you, take time to ask for their opinions and advice on your project. Do they think your idea is a good one? Why or why not? Do you need to change anything to make it work? Get names, phone numbers, and addresses of other people who might help you.

   a. Contact a member of Congress. These are the real lawmakers in national government. And you will eventually need a member of Congress to sponsor your bill.

   The best person to pick is one who represents your state. Every state has two senators, and you could pick one of these. Or you could choose a state representative instead. How many representatives your state has depends on your state’s population. For example, if you live in Maine, you have two representatives; if you live in California, you have as many as 45.

   You could also choose a member of Congress who is on a committee that is studying your issue (housing, transportation, etc.). Even though this person might not represent your state, she still might be willing to help you. To be polite, you should tell your state senators and representatives if this is what you plan to do.

   b. Contact the President, Vice President, or a cabinet member. They can’t make any laws, but they can suggest changes. And they can offer advice and support. If you can convince any of them to join your team, they will be powerful players.

   c. Contact a staff person or department member. As in state government, these are the workers and researchers. They might be easier for you to reach, and they can help you begin the process of initiating or changing a law.

2. BUILD SUPPORT FOR YOUR BILL. Find other people to join your team: other kids, schools, state officials, agencies, media people. You could conduct surveys to find out how other people think, and pass petitions to gather names of people who agree with you. Try to get media coverage for your cause. (See pages 66–77 for tips, ideas, and examples.) Convincing TV and newspaper reporters to tell your story will usually encourage all sorts of people to support your efforts.

3. WORK WITH YOUR OPPOSITION. You should never neglect this step! There will always be people who disagree with you. Ignoring them might keep you from reaching your goal. It might also keep you from discovering what you have in common, and maybe even joining forces to work together.

   At the very least, you might be able to convince these people not to interfere with what you’re trying to do. And you’ll learn to see their side of the issue, too.

4. LOBBY FOR YOUR LEGISLATION. Try to convince lawmakers to support your bill or proposed change. You can lobby by phone, letter, or FAX, if you have access to a facsimile machine.

   Lobbying in person might seem difficult without a private plane. Then again, Audrey Chase flew to Washington, D.C., with her mom and lobbied in person for the “Leaf It To Us” tree amendment. (You read Audrey’s story on page 11.) Other Jackson kids have flown many different places. How do they finance their travels? Usually they find sponsors to pay their expenses—supporters in business or industry. Or they fundraise in other ways.

   "Congress shall make no law... abridging the freedom of speech, or of the press; or the right of the people peaceably to assemble, and to petition the government for a redress of grievances."

   First Amendment, Constitution of the United States, 1791.
How to Write a Letter to a Public Official

Should you write a letter to the mayor, the governor, a senator, even the President? Of course you should, if you have something to say. Follow the tips for writing a letter to the editor on pages 27-28, with these added hints. Copy and use the letter forms on pages 156 and 157 if you need help deciding what goes where.

1. The best time to write to a legislator is a month or so before the legislative session begins. She has more time to read your letter then. A week or so after you send your letter, call the legislator on the phone to jar her memory.

2. Make sure that your letter includes your return address, so your legislator can write back to you.

3. State your purpose in the first sentence. If you're writing to support or oppose a bill, identify it by number and name at the beginning.

4. Stick with one issue per letter. Don't try to wipe out air pollution, improve the budget, start a light-rail transit system, and save the whales all at once.

5. You probably hate writing school assignments that require a certain number of words (you spend more time counting than writing). You'll be glad to know that letters to officials should be as short as possible—only a few paragraphs, at the most — while still getting your point across.

6. It's okay to disagree with a public official, but do it politely. Never write a rude letter, and never threaten.

7. If possible, be complimentary. It never hurts to include a comment about something good the official has done. She'll be more willing to listen to a complaint or suggestion if you start off on a positive note.

8. It's not necessary to apologize for taking the official's time. Listening to people—including you—is her job. She might be surprised to get a letter from a kid, but that could work in your favor.

9. If you write to a legislator other than the one who represents your area, send a copy of your letter to your own representative. That's good manners, and your representative may want to help you, too.

You'll find examples of a real letter and response on the next two pages.
What's the Problem?

Ask yourself that question for each of these topics. Decide which ones you might want to work with, or brainstorm topics of your own.

**COMMUNITY CONCERNS**
- School
- City growth and development; land use
- Vacant lots, use of buildings
- Beautification projects
- Animals and wildlife
- Garbage

**SOCIAL CONCERNS**
- Family
- Friends and social relationships
- Human development
- Population
- Ethnic groups
- Clothing
- Shelter, abandoned houses
- The homeless
- Employment, unemployment
- Public health, nutrition, hunger, mental health
- Substance abuse (alcohol and other drugs, smoking)
- Volunteering
- Support systems for children, the elderly, etc.

**TECHNOLOGY AND SPACE**
- Communication
- Information (microchips, etc.)
- Satellites and space probes
- Medicine, medical research
- Industrial advances
- Other inventions and projects
- The future of technology and space

**VALUE SYSTEMS**
- Money
- Economic growth
- Human rights
- Ethics (morals and beliefs)
- Religion
- Censorship
- Trade
- Value systems throughout history

**GOVERNING AGENCIES**
- Transportation
- Law enforcement and justice
- Education
- Business and labor
- Lawmaking agencies and governments
- Social agencies

**THE ENVIRONMENT**
- Energy production, energy use
- Natural resources
- Pollution (air, water, land)
- Weather
- Garbage

**PUBLIC SAFETY**
- Peace
- Weapons and gun control
- Safety and accidents (including industrial)
- Terrorism
- Disasters (earthquakes, floods, fires, storms, etc.)
- Disease

**LEISURE TIME**
- Sports
- Games
- Recreation
- Vacations
- Hobbies
- Styles and trends
Expressing Your Political Opinion

Read the letter below and answer the questions that follow.

Yvonne Davis
1111 Oak Wood
Big City, PA

October 7, 198–
The Honorable Susan Smith
State House Office Bldg.
Capital City, PA
Dear Senator Smith,

I am a high school senior and I take the bus to and from school as well as to many other places. I am concerned with the poor service of the Regional Transit Company and I fear the situation will only become worse unless our elected officials intervene.

According to a study commissioned by Big City Technical College in 1987, the ridership of the RTC has fallen by 30 percent in the past five years. At the same time, the fares have increased by 50 percent. A week-long series of articles in our Weekly Press last month cited broken windows, torn seats, driver discourtesy, and overall poor maintenance as the major complaints given by RTC riders.

But Senator, these are only the effects. What are the causes? Although nothing has been proven, there has been talk of corruption at the high levels of RTC management. What has happened to the fifteen new buses that were supposed to be in operation by March of this year? Why are RTC meetings closed to the public? I hope you can give me some answers.

Yours sincerely,

Yvonne Davis

1. What major problem is discussed by the writer of the letter?

2. What factual sources does the writer use?

3. What does the writer suggest is the cause of the RTC problems?

4. Does the writer cite proof for this opinion?

Capitol Hill operator, (202) 224-3121. Connects you to a switchboard. Ask for the person or department you want to speak to.

THE GOVERNMENT OF THE UNITED STATES

THE CONSTITUTION

EXECUTIVE BRANCH

THE PRESIDENT

Executive Office of the President

White House Office
Office of Management and Budget
Council of Economic Advisors
National Security Council
Office of Policy Development
Office of National Drug Control Policy

National Critical Materials Council
Office of the U.S. Trade Representative
Council on Environmental Quality
Office of Science and Technology Policy
Office of Administration
National Space Council

THE VICE-PRESIDENT

JUDICIAL BRANCH

THE SUPREME COURT OF THE UNITED STATES

United States Court of Appeals
United States District Courts
United States Claims Court
United States Court of Appeals for the Federal Circuit
United States Court of Military Appeals
United States Court of Veteran Appeals
Administrative Office of the United States Courts
Federal Judicial Court

Power Addresses

Here are some official addresses, plus examples of how you should start and end your letters. If you don't know the names and addresses of your own senators, representatives, governor, and mayor, ask your teacher or call your public library.

**PRESIDENT OF THE U.S.**

The President  
The White House  
Washington, D.C. 20500  
Dear Mr. President:  
Very respectfully yours,

**VICE PRESIDENT**

The Vice President  
The White House  
Washington, D.C. 20500  
Dear Mr. Vice President:  
Very respectfully yours,

**MEMBER OF THE PRESIDENT’S CABINET**

The Honorable Caspar W. Weinberger  
The Secretary of Defense  
Washington, D.C. 20301  
Dear Mr. Secretary:  
(If a woman, Dear Madam Secretary:)  
Sincerely yours,

**U.S. SENATOR**

The Honorable Barbara Covey  
United States Senate  
Washington, D.C. 20510  
Dear Senator Covey:  
Sincerely yours,

**U.S. REPRESENTATIVE**

The Honorable Timothy J. Penny  
House of Representatives  
Washington, D.C. 20515  
Dear Mr. Penny:  
Sincerely yours,

**GOVERNOR**

The Honorable Norman Bangerter  
Governor of Utah  
State Capitol, Room 210  
Salt Lake City, Utah 84114  
Dear Governor Bangerter:  
Sincerely yours,

**MAYOR**

The Honorable Mayor Palmer DePaulis  
The Office of the Mayor  
450 South State Street  
Salt Lake City, Utah 84111  
Dear Mayor DePaulis:  
Sincerely yours,  
(Use this form for letters to your commissioner, too.)

**WORLD LEADER**

(Name of World Leader)  
(Country) Embassy  
United Nations  
United Nations Plaza  
New York, New York 10017
Judicial Branch

Supreme Court of the United States
U.S. Supreme Court Bldg.
1 First Street, N.E.
Washington, D.C. 20543
(202) 479-3000, (202) 479-3011
The federal court which settles disputes of national importance; also hears appealed cases from lower courts.

U.S. Court of Appeals for the Federal Circuit
717 Madison Place, N.W.
Washington, D.C. 20439
(202) 535-3308
Handles cases which have been disputed in lower courts.

Look for these books at your library reference desk:

- The Congressional Record (U.S. Government Printing Office, published daily). Tells what happens in Congress each day (bills introduced, bills voted on, hearings scheduled, etc.)
- Encyclopedia of Governmental Advisory Organizations (Gale Research, 1990-91). A guide to over 5,400 committees, including Presidential, congressional, and public advisory committees, government-related boards, panels, commissions, task forces, conferences, more. Find the most recent volume.
- The Federal Register (U.S. Government Printing Office, published daily). Information about executive and agency meetings, rule making, hearings, comment periods, etc.
- The United States Government Manual (U.S. Government Printing Office, published annually). Tells how the federal government is organized, describes duties of different offices, etc.

You may want copies of these for yourself:


U.S. District Courts
Judicial Panel on Multidistrict Litigation
Suite 1002
1120 Vermont Ave., N.W.
Washington, D.C. 20005
(202) 653-6090
Trial courts with general federal jurisdiction. Each state has at least one district court.

Federal Judicial Center
Dolly Madison House
1520 H Street, N.W.
Washington, D.C. 20005
(202) 633-6011
Researches operation of U.S. courts for the public.

BOOKS FOR YOUNG READERS

- Congress by Harold Coy, revised by Barbara L. Dammann (Franklin Watts, 1981). About Congress and committees, the President, courts, lobbies and pressure groups, media impact, and the story of a bill. Easy to read.
- I Want To Know About the United States Senate by Senator Charles Percy (Doubleday, 1976). The duties and life of a senator.

PICK UP THE PHONE!

- Federal government switchboard operators will connect you with specific departments. Call (202) 245-6999.
- If you'd like to speak to members of Congress, committees, or subcommittees, call the U.S. Capitol at (202) 224-3121.
- To find out the status of legislation and dates of hearings, call (202) 225-1772, then ask for the department you want to speak to.
- And if you feel like leaving a message for the President, call the White House at (202) 456-1414.

Addresses and phone numbers for other government offices are found on pages 131-135.

- Legislative Hotline
  (800) 282-0253
  For information about legislation in the General Assembly.

- President William J. Clinton
  White House
  Washington, D.C., 20500
  Phone: (202) 456-1111
  Fax: (202) 456-2461
MARCH 16, 1995

THE HONORABLE DAVID McINTOSH
UNITED STATES HOUSE OF REPRESENTATIVES
WASHINGTON, D.C. 20515

Dear Representative McIntosh,

I am a high school senior in Muncie. The reason I am writing you is because, I am concerned about the roads in Muncie. My road is one of the worst roads in Muncie, it has not been replaced since Mayor Wilson was in office. The city has patched our road but, that is all. We have been promised a new road for years. The city told us to get a petition signed. We have done that but, they always has denied the petition. They promised to tear out the old road out and replace it and widen it. They have not done that yet. I just wanted to let you know that we are needing a new road badly for years. We still don't have that new road yet.

Your sincerely

JASON GOODMAN
521 N. BAUER
MUNCIE, IN
The Honorable Richard Lugar
United States Senate
Washington, D.C. 20510
Dear Senator Richard Lugar:

I would like to see more jobs open for teenager who go to school and would like to work after school. There are more jobs for people who are out of school than there is people in school. President say they will open jobs when they are running for president but when they get elected things start to change. It's like they are just lying about it. Then there are not jobs out there for teenagers. Then some teenagers try to get money the easy way so we need to start getting more jobs open. If we don't get started then what is going to happen to our younger futures.

Yours sincerely,

Howard Evans
March 15, 1995

The Honorable Richard Lugar
United States Senate
Washington, D.C. 20510

Dear Senator Lugar,

I am a high school senior and I have noticed that when we are not in school, the lights are still on when only one or two people are in the school. I think this would save the school and the city money. Also good luck in the President-elect race.

Yours sincerely,
Michelle Vaught

Michelle Vaught
3-15-76
The Honorable Michael F.
United States Senate
Washington, D.C. 20510.

Dear Senator Leger,

I'm a Nacisco Central football player.

I think that if you're trying to do something in life, then you should study what you want to be. Or what you want to fall back on.

You don't need SAT tests to be a lawyer, but if you want to do something bad enough, you will have to do what it takes. SAT is really 10/20 of people to the school.

Sincerely,

Damba
Mar 15, 1975

The Honorable Dan Coats
United States Senate
Washington, DC 20510

Dear Senator Coats,

I think that you are doing a good job. I think you should be president some day. So we have a president from Indiana! Keep up the good work.

Yours sincerely,

Sheldon King
March 15, 1975

The Honorable Dan Coats
United States Senate
Washington, D.C. 20510

Dear Senator Coats:

I am a High School Senior. I live in William, Indiana. If you ever go to get the streets redone so they don't be one hole for the first cause of the kids people cars are breaking down in.artin people are going to suite the city cause of the street.

Yours sincerely,

Reganee Thompson
March 15, 1995
The Honorable Richard Lugar
United States Senate
Washington, D.C. 20510

Dear Senator Lugar,

I am a high school senior and writing on the regards of yourself, running for President of the United States.

I would love to see a Hoosier in office. I would like to see laws being made that reflect how us Hoosiers feel.

I just wanted to write and tell you that you have my total support, and good luck on what ever you decide to do.

Sincerely,
Joe Guinn
Joe Guinn
The Congress

A. Reviewing Key Facts  If a statement is true, draw a circle around the letter T in front of the statement; if the statement is false, draw a circle around the letter F. (4 points each)

<table>
<thead>
<tr>
<th>T</th>
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<tbody>
<tr>
<td>1.</td>
<td>The Senate is the larger of the two houses of Congress.</td>
</tr>
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<td>2.</td>
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<tr>
<td>3.</td>
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</tr>
<tr>
<td>4.</td>
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</tr>
<tr>
<td>5.</td>
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</tr>
<tr>
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B. Understanding Main Ideas  In the space provided, write the letter of the answer that best completes the statement or answers the question. (5 points each)

11. Most of the work in considering a bill is: (a) done by the officers of each house of Congress; (b) done in committee; (c) done by the entire house membership; (d) done by individual house members working alone.

12. Once a bill has been passed by both houses of Congress: (a) it becomes law; (b) it is sent to the Supreme Court for approval; (c) it goes to the President to be signed; (d) it is sent to a joint committee of Congress for approval.

13. Bills: (a) are the same thing as laws; (b) must be approved by both houses of Congress to become laws; (c) must be changed in some way to become laws; (d) must be signed by the President of the United States to become laws.

14. One difference between the House and the Senate is: (a) qualifications for membership; (b) manner of debating a bill; (c) size; (d) all of the above.

15. One way that Senators can prevent a vote on a bill is to: (a) filibuster; (b) cloture; (c) resign their office; (d) be absent on the day of voting.
16. A President's veto of a bill: (a) cannot be overridden; (b) can be overturned by a two-thirds majority of either house; (c) can be overturned by a two-thirds majority of both houses; (d) can be overturned by a simple majority of both houses.

17. An ex post facto law is: (a) a law that allows a person to be punished without having a trial; (b) illegal; (c) a law that requires that a person accused of a crime be brought before a judge; (d) none of the above.

18. A writ of habeas corpus: (a) may be taken away by Congress only in times of emergency; (b) is the right to a public trial in a court of law; (c) requires that a person accused of a crime be placed in jail; (d) none of the above.

19. A private meeting of a congressional committee is called: (a) pigeonholing; (b) a hopper; (c) an executive session; (d) a caucus.

C. Using Your Skills  In the space provided, answer the following question.

20. Writing Your Lawmakers  Write a brief letter to your legislator, Representative Sandra Wilson. In your letter, ask her to support HR 4309, a bill that would preserve Westville Falls—a wildlife sanctuary near your home—from development.
The Congress

A. Reviewing Key Facts  If a statement is true, draw a circle around the letter T in front of the statement; if the statement is false, draw a circle around the letter F. (4 points each)

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4. The Speaker of the House of Representatives is the most powerful and important member of the Congress.  
5. The Vice President of the United States is the President of the Senate.  
6. A conference committee is formed when the House and the Senate have passed two versions of the same bill.  
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