



Goals of the Constitution



Explore These Questions

- How does the national government help to unify the nation?
- What are the benefits of a national system of courts?
- How does the Constitution protect the basic rights of the people?

Define

- federal
- justice
- domestic tranquillity
- general welfare
- liberty

Identify

- Preamble
- Bill of Rights

SETTING the Scene

In 1787, Benjamin Franklin was 81 years old. As long ago as the French and Indian War, he had urged the 13 colonies to unite for their mutual interest. Now, he was serving as the oldest delegate to the Constitutional Convention.

At the end of the convention, Franklin commented on the new Constitution. The document, he admitted, was not perfect:

“When you assemble a number of men, to have the advantage of their joint wisdom, you inevitably assemble with those men all their prejudices, their passions, their errors of opinion, their local interests, and their selfish views.... It therefore astonishes me,

Sir, to find this system approaching so near to perfection as it does.”

He expressed his hope that the Constitution would unite the nation and be “a blessing to the people.” The Constitution has lived up to Franklin’s hopes. It has remained the framework of our government for more than 200 years. It endures in part because it guarantees people their rights and liberties.

Constitution of the United States

Ensuring liberty is just one of the main goals of the Constitution.

Preamble to the Constitution

The opening statement, of the Constitution is called the **Preamble**. In it the American people proudly announce that they have established the Constitution to achieve certain goals:

“We the people of the United States, in order to form a more perfect Union, establish justice, ensure domestic tranquillity, provide for the common defense, promote the general welfare, and secure the blessings of liberty to ourselves and our posterity, do ordain and establish this Constitution for the United States of America.”

As you read about these six goals, think about their importance to you.

“Form a More Perfect Union”

Under the Articles of Confederation, the United States was a loose alliance of independent, quarreling states. Many states acted like separate nations. One of the main goals of the framers of the Constitution was to get the states to work together as part of a single, united nation.*

* *E pluribus unum*, the official motto of the United States, also expresses this principle of unity. The Latin phrase means, “Out of many, one.”

To achieve this goal of unity, the Constitution gives a broad range of powers to the national government. For example, only Congress—the national legislature—has the power to tax all the people. The President—the national executive—is responsible for carrying out all the laws of the nation. And federal, or national, courts enforce one system of law for the entire nation.

“Establish Justice”

A second goal of the Constitution is to establish justice, or fairness. Justice requires that the law be applied fairly to every American, regardless of that person’s race, religion, gender, country of origin, political beliefs, or financial situation. The Constitution gives this task to a federal system of courts.

Federal courts deal with a broad range of issues. They hear cases involving the Constitution, national laws, treaties, foreign ambassadors, and ships at sea. They also decide disputes between individuals, between individuals and the national government, and between the states.

When federal courts decide cases, they must often interpret, or explain, the law. The Supreme Court, the highest court in the land, can rule that a law passed by Congress or a state legislature is not permitted by the Constitution.

Why is a national system of courts necessary? Without it, state or local courts would interpret national laws. Judges in some states might refuse to enforce national laws they did not like. Disputes about the meaning of certain laws would remain unsettled. Confusion, and even injustice, might result.

“Ensure Domestic Tranquillity”

In 1786, Daniel Shays marched on a Massachusetts courthouse with hundreds of protesters. Upon hearing about Shays’ Rebellion, George Washington warned, “We are fast verging to [absence of government] and confusion!” The uprising made it clear that the national government must have the power to ensure domestic tranquillity, or peace at home.

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Chart Skills

The Constitution of the United States includes a preamble, 7 articles, and 27 amendments.

- 1. Comprehension** (a) What is the subject of Article 4? (b) On what pages would you find the Bill of Rights?
- 2. Critical Thinking** (a) Identify as many amendments as you can that deal with voting or elections. (b) Why do you think so many amendments are concerned with this issue?





Biography Frances Kelsey

In the early 1960s, a prescription drug named thalidomide caused birth defects in hundreds of children in Europe and Canada. Thanks to Frances Kelsey (left), the drug was never sold in the United States. As an official at the Food and Drug Administration (FDA), Kelsey refused to approve thalidomide without more tests. For her work, Kelsey received a medal from President John Kennedy (right). ★ How did Kelsey's work fulfill one of the goals of the Constitution?

▲
Logo of
the FDA

The Constitution gives the national government certain powers that allow it to keep the peace. State and local governments can use their own police to enforce national laws within their borders. When crime crosses state borders, however, national police agencies, such as the Federal Bureau of Investigation (FBI), can step in to help protect life and property.

Have you ever seen a news report about a civil emergency, such as a riot or a flood? If so, you probably saw the National Guard keeping the peace. The President can summon such aid if a state or community cannot or will not respond to the emergency.

“Provide for the Common Defense”

After the American Revolution, the United States had no armed forces to defend itself. Without an army, it could not force British troops to leave the western frontier. Without a navy, it could not prevent Spain from closing part of the Mississippi River to American trade.

The framers of the Constitution realized that armed forces are vital to a nation's survival. Military power helps not only to prevent attack by other nations, but also to protect economic and political interests.

The Constitution gives Congress the power to “raise and support Armies” and to “provide and maintain a Navy.” Today, the armed forces include the army, navy, air force, marine corps, and coast guard.

At the same time, the Constitution establishes the principle that the military is under civilian, or non-military, control. Article 2 of the Constitution states that the President is Commander in Chief of the armed forces. Thus, even the highest-ranking military officer must answer to an elected official.

“Promote the General Welfare”

The Constitution gives the national government the means to promote the **general welfare**, or well-being of all the people. The national government has the power to collect taxes. It also has the power to set aside money for programs that will benefit the people.

\$ Connections With Economics

Government spending for defense and the general welfare has grown dramatically. In 1795, government outlays totaled \$7.5 million for a population of 4.6 million people—an average of \$1.63 per person. In 1999, the government's outlays totaled \$1.7 billion for a population of 273 million people—an average of \$6.20 per person.

The workplace provides many examples of how the national government—often in cooperation with state governments—has acted to promote the general welfare. Factory owners are required to meet safety standards for work areas. Workers who are disabled or unemployed receive financial support. Thanks to the Social Security system, all workers are entitled to income upon retirement.

Another way in which the national government helps to promote the general welfare is by supporting education. Education helps to prepare people to become responsible citizens. It also provides tools and training for employment.

Support for education takes many forms. The national government pays for school nutrition programs in local school districts. Many students receive money to help pay the costs of a college education.

The national government also supports scientific research and development to improve the quality of life. For example, researchers at the National Institutes of Health lead the fight against many diseases. Scientists at the Department of Agriculture help farmers to improve their crops and develop better livestock.

“Secure the Blessings of Liberty”

Protection of liberty was a major reason that colonists fought the American Revolution. It is no wonder, then, that the framers made securing liberty a major goal of the Constitution. Liberty is the freedom to live as you please, as long as you obey the laws and respect the rights of others.

One way that the Constitution ensures liberty is by limiting the powers of government. For example, the **Bill of Rights**, the first 10 amendments to the Constitution, lists basic rights and freedoms that the government may not take away.

The Constitution provides yet another safeguard of liberty—the right to vote. The people select the leaders who make the laws. At the same time, they can remove from office those leaders who abuse their power.

The “blessings of liberty” have been extended to more Americans since the Constitution was written. Changes in the Constitution have been made to ensure that all Americans—no matter what their sex, religion, or race—have the same rights regarding voting, education, housing, employment, and other opportunities in life.

★ Section 1 Review ★

Recall

1. **Identify** (a) Preamble; (b) Bill of Rights.
2. **Define** (a) federal; (b) justice; (c) domestic tranquillity; (d) general welfare; (e) liberty.

Comprehension

3. (a) List two goals of the Constitution. (b) Describe one way that the national government helps to achieve each of these goals.
4. How does the national system of courts help to ensure justice for all Americans?

5. List two ways the Constitution safeguards the people's liberty.

Critical Thinking and Writing

6. **Evaluating Information** Which goal of the Constitution do you think is most important? Explain.
7. **Linking Past and Present** Are the goals of the nation today the same as those set out in the Preamble to the Constitution?



Activity Teaching Through Pictures A fifth-grader in your school has to recite the Preamble to the Constitution in a speaking contest. When you hear him practice, you realize he doesn't understand what it means. Draw six pictures with captions that will explain the goals of the Constitution for him.



Five Principles of the Constitution



Explore These Questions

- What are the five basic principles of the Constitution?
- Why do people adopt a system of representative government?
- How did the framers of the Constitution try to strike a balance between too much and too little government?

Define

- popular sovereignty
- representative government
- bill
- veto
- unconstitutional
- override

SETTING the Scene

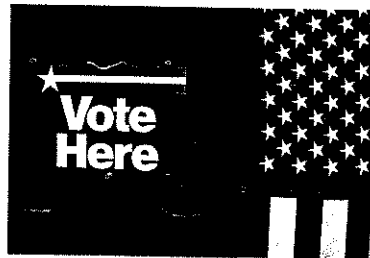
In 1787, when American leaders were struggling to create the new Constitution, every government in Europe was a monarchy. In most cases, a king or queen made, enforced, and interpreted the laws. Many European rulers would have agreed with Louis XIV, an earlier king of France. "*L'état, c'est moi,*" declared Louis. "I am the state."

The framers of the Constitution knew they had to set up a strong government. At the same time, they sought to keep power from falling into the hands of a privileged few. To achieve this delicate balance, they rested the Constitution on five basic principles: popular sovereignty, limited government, federalism, separation of powers, and checks and balances.

The People Rule

The first three words of the Constitution, "We the people," express the principle of **popular sovereignty**. According to this principle, the people hold the final authority in government.

The Constitution is a contract between the American people and their government. In it, the people grant the government the powers it needs to achieve its goals. At the same time, they limit the power of government by spelling out what the government may not do.



Poster urging Americans to vote

In a large society, not all citizens can take part directly in government. Instead, they exercise their ruling power indirectly by electing public officials to make laws and other decisions for them. This system is called **representative government**.

The people elect public officials by voting in free and frequent elections. Americans today have the constitutional right to vote for members of the House of Representatives (Article 1, Section 2) and for members of the Senate (Amendment 17). The people also elect the members of the electoral college, who, in turn, choose the President (Article 2, Section 2).

The right to vote has been gradually expanded over time. When the Constitution was ratified, only white men over age 21 who owned property could vote. Over the years, other Americans have won the right to vote. Today, all citizens are eligible to vote at the age of 18.

Limited Government

The framers of the Constitution had lived under the harsh rule of the British king. They feared tyranny, or cruel and unjust government. However, the failures of the Articles of Confederation made it clear that the national government had to be strong. How could the framers strike a balance between too much government and too little?

The answer was limited government. According to this principle, the government has only the powers that the people grant it. The Constitution clearly states the powers of the national government. It also states what powers the government does not have.

Guarantees of liberty

The most important limits on government are set out in the Bill of Rights. It guarantees that the government may not take away the individual freedoms of the people. These liberties include freedom of speech, freedom of the press, and freedom of religion.

The Ninth Amendment goes beyond these specific guarantees. It states that the people have rights that are not listed in the Constitution. The Tenth Amendment gives the states or the people any powers not formally granted by the Constitution to the national government.

Federalism

The framers of the Constitution created a strong central government. Yet they also wanted the states to retain much of their power. Like most Americans, they believed that state governments would best understand the special needs and concerns of their citizens. As one defender of the Constitution stated in 1788:

“The two governments act in different manners, and for different purposes—the general government

in great national concerns, in which we are interested in common with other members of the Union; the state legislature in our mere local concerns.”

The principle of federalism divides power between the federal government and state governments. The federal government has the power to deal with national issues. The states have the power to meet local needs.

The Constitution delegates, or assigns, certain powers to the national government. Other powers are reserved, or left, to the states. Still other powers, sometimes called concurrent powers, are shared by the federal and state governments. The chart on page 200 shows how government powers are divided under federalism.

Powers of the states

The Constitution does not list the powers of the states. Instead, it says that all powers not specifically granted to the federal government are reserved to the states (Tenth Amendment). At the same time, it makes clear exactly what powers the states do not have (Article 1, Section 10).

In addition to the reserved powers, the Constitution makes several guarantees to the states. All states must be treated equally in matters of trade (Article 1, Section 9). Each state must respect the laws of other states (Article 4, Section 1). Perhaps most important, all states have representation in the national government.

State License Plates

Under federalism, each state makes its own traffic laws and issues its own drivers' licenses and car registrations. At the same time, a driver's license issued by one state is valid in every other state. ★ Name two other powers reserved to the states.



System of Checks and Balances

Executive Branch (President carries out laws)



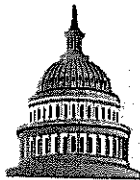
Checks on the Legislative Branch

- Can propose laws
- Can veto laws
- Can call special sessions of Congress
- Makes appointments
- Negotiates foreign treaties

Checks on the Judicial Branch

- Appoints federal judges
- Can grant pardons to federal offenders

Legislative Branch (Congress makes laws)



Checks on the Executive Branch

- Can override President's veto
- Confirms executive appointments
- Ratifies treaties
- Can declare war
- Appropriates money
- Can impeach and remove President

Checks on the Judicial Branch

- Creates lower federal courts
- Can impeach and remove judges
- Can propose amendments to overrule judicial decisions
- Approves appointments of federal judges

Judicial Branch (Supreme Court interprets laws)



Check on the Executive Branch

- Can declare executive actions unconstitutional

Check on the Legislative Branch

- Can declare acts of Congress unconstitutional

Chart Skills

Through the system of checks and balances, each branch of government controls the powers of the other two.

- 1. Comprehension** (a) Name one check the President has on Congress.
(b) How can the Supreme Court check Congress?
- 2. Critical Thinking** Why do you think the framers of the Constitution gave Congress so many checks on the power of the President?



The "law of the land"

Federalism creates a working partnership between the national government and the state governments. However, when a dispute arises between them, there is no doubt where the final authority lies. The Constitution is the "supreme law of the land" (Article 6, Section 2). Only federal courts can settle the dispute.

Separation of Powers

The framers wanted to prevent the abuse of power by one person or group. To do so, the Constitution divides the national government into three branches: the legislative, the executive,

and the judicial. Each branch has its own powers and responsibilities. This division of the national government is known as separation of powers.

Article 1 of the Constitution sets up the legislative branch. This branch, called Congress, makes the laws. Congress has two houses: the House of Representatives and the Senate. Its many powers include the power to tax, to coin money, and to declare war.

Article 2 describes the executive branch, which carries out the laws. The President heads the executive branch and appoints officials to help carry out the duties of the office.

Article 3 creates the Supreme Court to head the judicial branch. The Supreme Court interprets and explains laws. Congress may set up lower courts as needed.

Checks and Balances

To prevent one branch of government from gaining too much power, the Constitution sets up a system of checks and balances. Each branch can check, or control, the power of the other two branches. (See the chart on page 220.)

Checks on Congress

Congress has the power to pass **bills**, or proposed laws. However, the President can influence the lawmaking process by proposing new bills or by pushing members of Congress to vote for or against a bill. The President can also check Congress by **vetoing**, or rejecting, a bill. The vetoed bill then goes back to Congress.

The Supreme Court has the power to rule whether a law is **unconstitutional**, or not permitted by the Constitution. The power to declare laws unconstitutional is one check the Supreme Court has on Congress. Any law declared unconstitutional by the Court cannot take effect.

Checks on the President

Congress has several checks on the powers of the President. For example, the President is commander in chief of the armed forces, but only Congress has the power to declare war. In addition, the President has the power to make treaties with foreign nations. However, the Senate must ratify all treaties.

Congress may also check the President by **overriding**, or setting aside, a presidential veto. In this way, a bill can become a law without the President's signature. Two thirds of each house must vote to override a veto. The Supreme Court can also check the President by declaring that an act of the President is unconstitutional.

Checks on the courts

Both the President and Congress have several checks on the power of the judicial branch. The President appoints all federal judges, while the Senate must approve the President's court appointments. In addition, Congress has the power to remove federal judges from office if they are found guilty of wrongdoing. Congress may also propose a constitutional amendment to overrule a judicial decision.

★ Section 2 Review ★

Recall

1. **Define** (a) popular sovereignty, (b) representative government, (c) bill, (d) veto, (e) unconstitutional, (f) override.

Comprehension

2. (a) Identify the five basic principles of the Constitution. (b) Describe two of them.
3. (a) Explain how representative government works. (b) Why do people in a democracy adopt this system?

4. (a) Why did the framers of the Constitution set up three branches of government? (b) How does the Constitution prevent any branch from becoming too powerful?

Critical Thinking and Writing

5. **Synthesizing Information** How are the principles of popular sovereignty and limited government related?
6. **Analyzing Ideas** Explain the following statement: The Constitution sets up a government of laws, not of people.



Activity Making a Chart Working with a partner or your class, create a chart that gives examples of ways in which the five basic principles of the Constitution protect you and your community.

A Living Document

As
You
Read

Explore These Questions

- What is the formal process for changing the Constitution?
- What is the purpose of the Bill of Rights?
- What informal changes have been made to the Constitution?

Define

- amendment
- precedent
- Cabinet
- judicial review

Identify

- First Amendment
- Fourth Amendment
- Sixth Amendment
- Elastic Clause
- Commerce Clause

SETTING the Scene

The framers of the Constitution realized that the nation would grow and change. With this in mind, they created a living Constitution—one that could be altered and improved to meet new conditions and challenges as they arose. As George Washington commented:

“I do not think we are more inspired, have more wisdom, or possess more virtue than those who will come after us.”

Formal Changes to the Constitution

The framers spelled out a process for making **amendments**, or formal written changes, to the Constitution. Amending the Constitution is not easy, however. It requires two difficult steps: proposal and ratification. (See the chart on page 223.)

Proposing an amendment

Article 5 describes two methods for proposing amendments. Two thirds of each house of Congress can vote to propose an amendment. Or two thirds of the state legislatures can demand that Congress summon a national “convention for proposing amendments.”

So far, only the first method—a vote by Congress—has been used. As experts have pointed out, the Constitution does not give guidelines for a national convention. Who should set the agenda? How should dele-

gates be selected? Such questions probably would cause much delay and confusion.

Ratifying an amendment

Article 5 also outlines two methods of ratifying a proposed amendment. Either three fourths of the state legislatures or three fourths of the states meeting in special conventions must approve the amendment. Congress decides which method of ratification to use.

So far, only the Twenty-first Amendment was ratified by state conventions. All other amendments were ratified by state legislatures. In recent years, Congress has set a time limit for ratification. The limit today is seven years, but it may be extended.

The 27 Amendments

As you can see, the amendment process is a difficult one. Since 1789, more than 9,000 amendments have been introduced in Congress. Yet, only 27 amendments have been ratified!

The Bill of Rights

The original Constitution did not list basic freedoms of the people. In fact, several states refused to ratify the Constitution until they were promised that a bill of rights would be added. Those states wanted to ensure that the national government would not be able to take away people’s basic freedoms.

The Bill of Rights, the first 10 amendments to the Constitution, was ratified in 1791. (See the chart on page 215.)

You will recognize many of the freedoms in the Bill of Rights. The **First Amendment** protects your right to worship and speak freely and to hold peaceful meetings. The **Fourth Amendment** protects you from “unreasonable” search and seizure of your home and property. The **Sixth Amendment** guarantees you the right to a trial by jury.

The protections of the Bill of Rights extend into many areas of your life. Suppose that you sent a letter to a newspaper criticizing the governor. Without the First Amendment protection of free speech, the governor might order your arrest. Without the Sixth Amendment, you might even be imprisoned for years without a trial.

Amendments 11 through 27

Only 17 amendments have been ratified since 1791. Several of these amendments reflect changing ideas about equality.

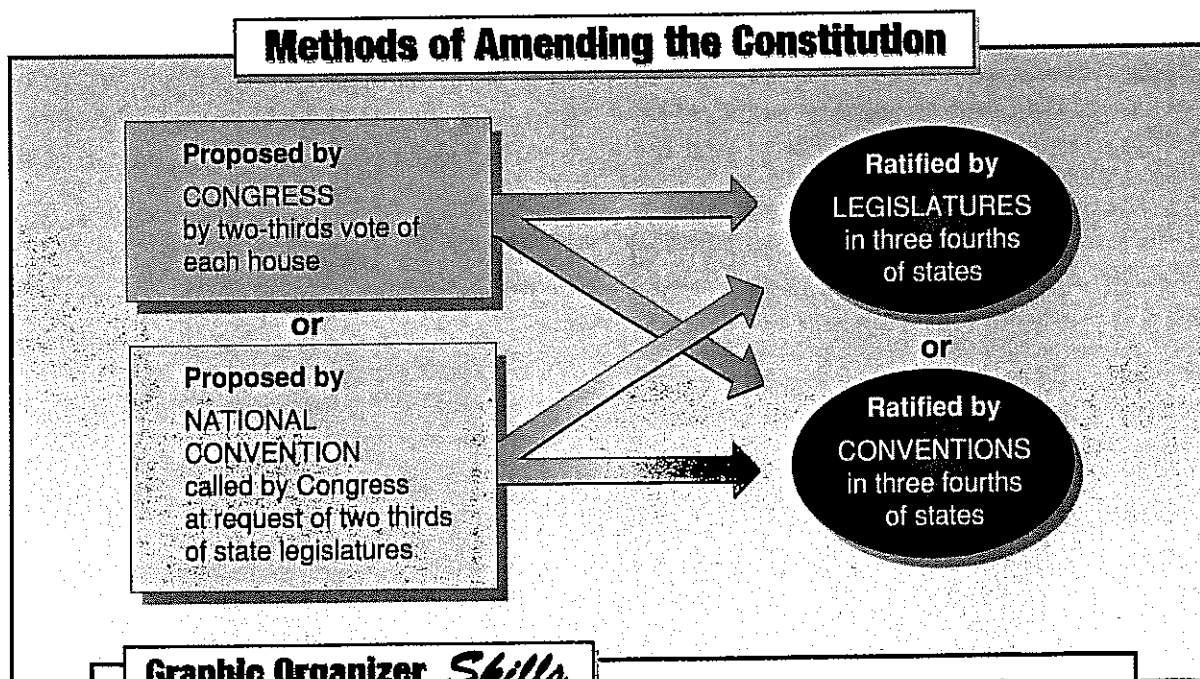
Amendments 13 through 15—the so-called Civil War amendments—were passed

to protect the rights of former slaves. The Thirteenth Amendment ended slavery. The Fourteenth Amendment guaranteed citizenship and constitutional rights to African Americans. The Fifteenth Amendment guaranteed African Americans the right to vote.

Equality was also the goal of two later amendments. The Nineteenth Amendment gave women the right to vote. The Twenty-sixth Amendment set age 18 as the minimum voting age. The chart on page 215 lists Amendments 11 through 27. For more information about the amendments, refer to the page numbers shown on the chart.

Informal Changes

The language of the Constitution provides a general outline rather than specific details about the national government. Over time, this flexible language has allowed the government to adapt to the changing needs of the nation.



Graphic Organizer Skills

The process of amending the United States Constitution requires two steps: proposal and ratification.

- 1. Comprehension** (a) Can an amendment proposed by Congress be ratified by state conventions? (b) Can an amendment proposed by a national convention be ratified by the state legislatures?
- 2. Critical Thinking** Which method of proposing an amendment seems more difficult to achieve? Explain.



4

The National Government at Work

As You Read

Explore These Questions

- What are the roles of Congress?
- What jobs does the President do?
- How is the federal court system organized?

Define

- appropriate
- standing committee
- joint committee
- impeach
- constituent
- executive agreement
- appeal
- opinion
- dissenting opinion

Identify

- House of Representatives
- Senate
- Supreme Court

SETTING the Scene

On October 10, 1788, the last Congress under the Articles of Confederation transacted its final business. By September of the following year, the Presidential electors had chosen George Washington as the first President of the United States, the first Congress under the Constitution had met in New York City, and the Federal Judiciary Act had provided for the organization of the United States Supreme Court. The government of the United States, as set up by the Constitution, was in place.

More than 200 years later, Americans still live under this three-branched government set up by the Constitution. Each branch has its own clearly defined powers. Together, they provide us with a government of laws.

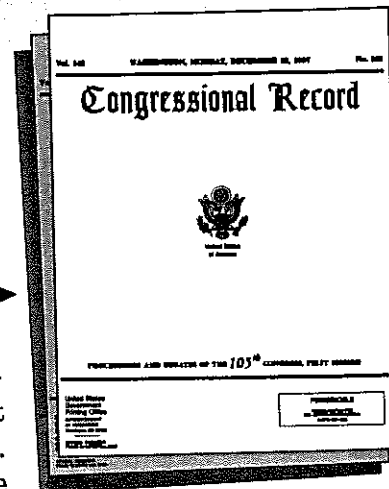
The Legislative Branch

Congress, the legislative branch of government, is made up of two houses: the House of Representatives and the Senate. Together, the two houses have the power to make the laws that govern all 50 states. At the same time, the states have a say in making those laws.

Two houses of Congress

The larger house, the **House of Representatives**, currently seats 435 members. The number of representatives for each state

The Congressional Record reports events in Congress. ➤



is determined according to that state's population. The more people who live in a state, the greater its number of representatives. Each state, however, is guaranteed at least one representative.*

Representatives serve for two-year terms. As a result, the entire House is up for election every even-numbered year. Congressional terms are numbered consecutively. The Congress that served from 1789 to 1791 is known as the First Congress. The Congress serving from 2001 to 2003 is the One Hundred Seventh Congress.

The **Senate**, the smaller house, has 100 members. Each state, no matter how large or small its population, has two senators. Senators serve for six-year terms. The terms are staggered, however. As a result, one third of the Senate are up for election every two years.

Powers of Congress

The chief job of Congress is to make the nation's laws. A new law first appears as a

*Guam, the Virgin Islands, American Samoa, and Washington, D.C., each elect a delegate to the House, while Puerto Rico elects a resident commissioner. However, these delegates are not voting members of the House.

Federal Officeholders

Office	Number	Term	Selection	Requirements
Representative	At least 1 per state; based on population	2 years	Elected by voters of congressional district	Age 25 or over Citizen for 7 years Resident of state in which elected
Senator	2 per state	6 years	Original Constitution—elected by state legislature Amendment 17—elected by voters	Age 30 or over Citizen for 9 years Resident of state in which elected
President and Vice President	1	4 years	Elected by electoral college	Age 35 or over Natural-born citizen Resident of U.S. for 14 years
Supreme Court Justice	9	Life	Appointed by President	No requirements in Constitution

Chart Skills

The Constitution details the number, length of term, method of selection, and requirements for officeholders in the three branches of government.

- 1. Comprehension** (a) At what age can you be elected to the Senate? The House of Representatives? (b) How long may a Supreme Court Justice remain in office?
- 2. Critical Thinking** Why do you think the requirements for President and Vice President are the same?



proposal called a bill. The bill must be passed by both houses of Congress and signed by the President to become law. The chart on page 227 shows the steps a bill must pass through before becoming a law.

Congress has another equally important power. It decides what laws or programs will receive funds. The federal government cannot spend money on any program unless Congress **appropriates** it, or sets it aside for a special purpose. In this way, Congress controls how much money the government spends, whether for military aircraft, national highways, or school lunches.

Congressional committees

During the first session of Congress, 31 bills were proposed by both houses. Today, thousands of bills are introduced every year in Congress. Clearly, it would be impossible

for each member of Congress to study and make recommendations about every bill. This job is reserved for committees.

The House of Representatives and the Senate each have **standing committees**. These are permanent committees assigned to study specific issues such as agriculture, labor, and energy. They are often broken up into subcommittees that examine certain problems in depth.

Congress may sometimes create a **joint committee**, or committees that include both House and Senate members. One of the most important kinds of joint committee is the conference committee. Its task is to settle differences between the House and the Senate versions of the same bill. Members of a conference committee try to find a middle ground and to agree on the language of the bill. Compromise is often difficult.

Skills FOR LIFE

Critical
Thinking

Managing
Information

Communication

Maps, Charts,
and Graphs

Reading a Flowchart

How Will I Use This Skill ?

A flowchart is a type of graphic organizer. It uses boxes and arrows to guide you step by step through a development or process. Learning to read a flowchart can help you understand even the most complicated processes—from programming a VCR to running for public office.

LEARN the Skill

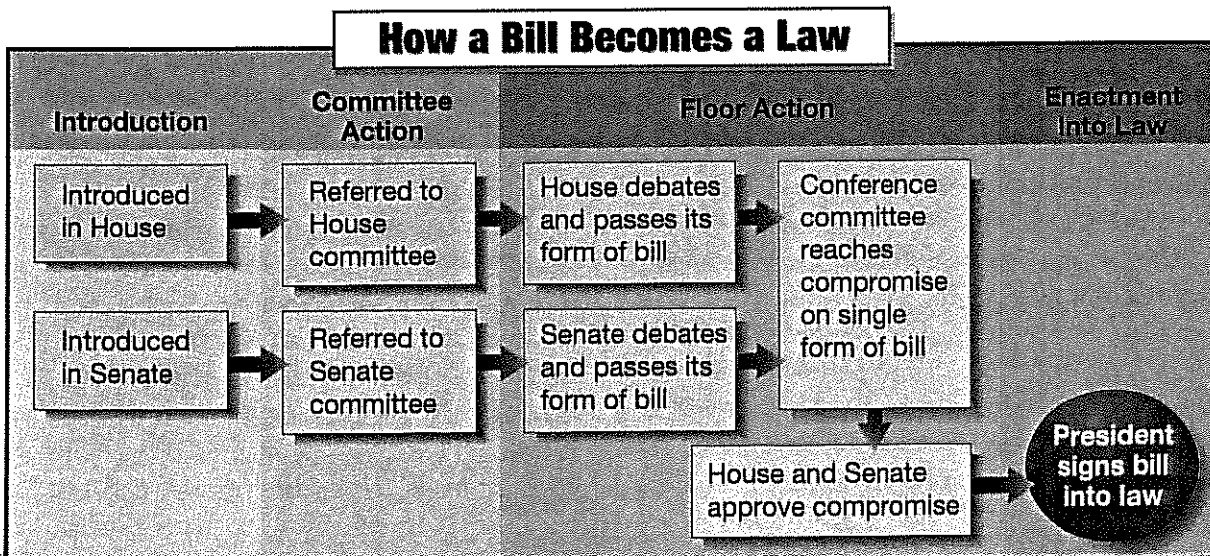
- 1 Identify the process described by the flowchart.
 - 2 Locate the starting point of the process. (This is the box with no arrow leading toward it.) Some flowcharts may have more than one starting point, since more than one part of a process is being tracked to the end point.
 - 3 Follow the steps of the process by following the arrows to the end point.
- 2 (a) Where can a bill be introduced? (b) Why are there two starting points on this flowchart?
 - 3 (a) What happens to a bill after it is introduced? (b) At what point in the process do the work of the Senate and the House come together? (c) What happens next?

PRACTICE the Skill

- 1 What process does the flowchart below describe?

APPLY the Skill

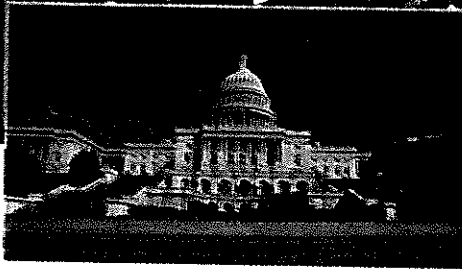
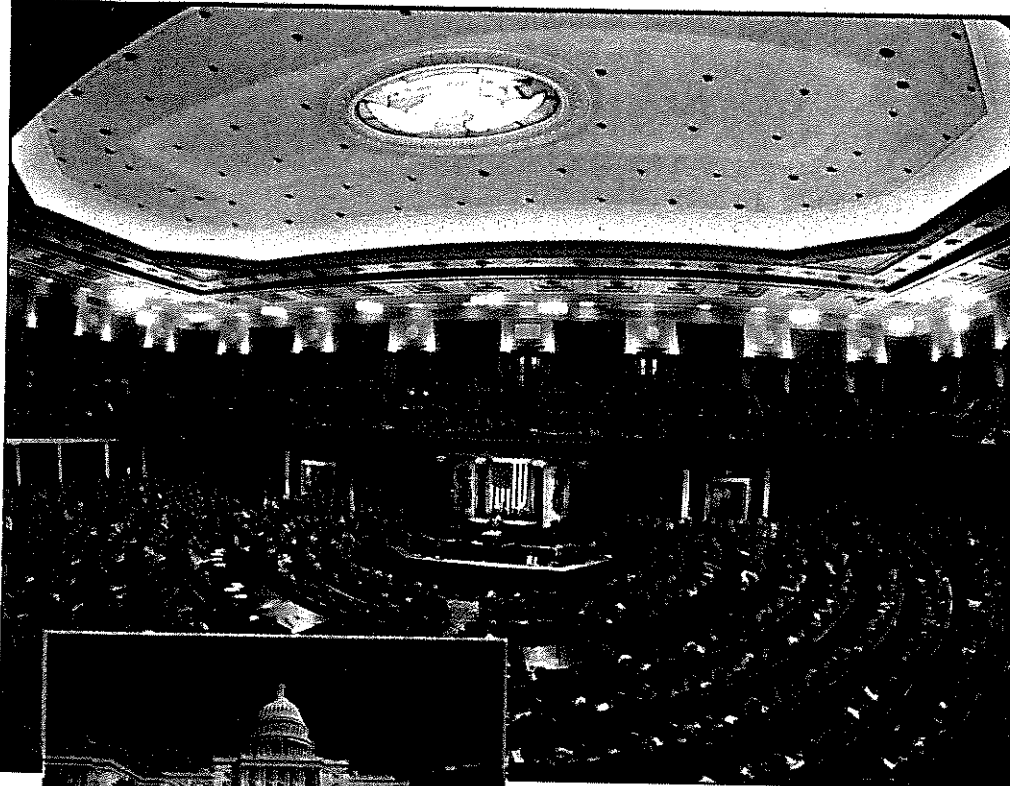
Create a flowchart to describe the steps of a process you know well. You might show how to play a game, how to repair something, or how to prepare a meal. Show your flowchart to some friends. See if they can understand the process by looking at your chart.



The United States Capitol Building

History is still happening at the Capitol Building. Since November 1800, the Capitol has been the meeting place of the United States Congress. Each year, millions of people visit the parts of the Capitol open to the public. If you have a pass from your representative or senator, you can even visit the House or Senate chambers and watch lawmakers in action. Funeral ceremonies for Presidents and other outstanding Americans are held in the Great Rotunda under the famous Capitol dome.

★ To learn more about this historic site, write: *The Capitol*, Washington, DC 19106.



◀ The Capitol Building in Washington, D.C.

Passing a bill requires the cooperation of many individuals. For example, a recent trade bill was 1,000 pages long. It required the efforts of 200 members of Congress, working in 17 subcommittees, to get it passed. Most bills introduced in Congress do not meet with such success. In fact, more than 90 percent of all the bills introduced are defeated in committees.

Other roles of Congress

Members of Congress have duties other than serving on committees and making laws. They also guard the public trust. For example, the House of Representatives can **impeach**, or bring a formal charge of wrongdoing against, the President or another federal official. The Senate acts as a court to try the accused. Congress also acts as a "watch-dog" by supervising the way the executive branch carries out the laws.

Members of Congress must also respond to the special needs of their states. Responsible representatives and senators must remember their **constituents**, or the people who elected them. They do this by supporting bills that have a direct impact on the people "back home." Such bills might include promoting new post offices, improving highways, and helping to pay for local education programs.

The Executive Branch

The framers created an executive branch to carry out the laws. However, they left out details about the President's powers. They thought that Congress would be the central branch of government except in times of war and other emergencies. Over the years, the powers of the President have been increased or decreased, depending on the needs of the time. Still, Americans expect the President to fill certain roles.

Roles of the President

The main role of the President is to carry out the nation's laws. As chief executive, the President oversees the many departments, agencies, and commissions that help to accomplish this task.

The President directs the nation's foreign policy. Three important powers allow the President to influence relations with other countries. They are the powers to appoint ambassadors, make treaties, and enter into executive agreements. Executive agreements are informal agreements with other heads of state, usually dealing with trade. Unlike treaties, they do not require Senate approval.

The President is the highest-ranking officer in the armed forces. As commander in chief, the President can appoint and remove top military commanders. The President may also use the armed forces to deal with crises both at home and abroad. (However, only Congress has the power to declare war on another country.)

As the nation's chief legislator, the President suggests new laws and works for their passage. In this role, the President often meets with members of Congress to win their support. Sometimes, the President campaigns for public support through television or radio speeches and press conferences. The President also can use persuasion to oppose a bill. In this case, however, the President's most powerful weapon is the power to veto a bill.

The President is the living symbol of the nation. In this role, the President represents all American citizens at many occasions. For example, the President welcomes visiting foreign leaders, makes speeches to commemorate national holidays, and gives medals to national heroes. (See the photograph on page 216.)

The American people also see the President as the chief symbol of the condition of the nation, even though this responsibility is shared with Congress and the judiciary. In describing this situation, former President Jimmy Carter declared that "When things go bad you get entirely too much blame," and "when things go good, you get entirely too much credit."

Executive agencies and departments

The nation's laws cover a broad range of concerns—defense, housing, crime, and pollution, to name a few. To carry out these laws and to perform other duties, the President needs the help of millions of government workers and assistants.



Presidents at Work

Under the Constitution, the President commands the armed forces and directs foreign policy. At left, President Bill Clinton meets with Tony Blair, prime minister of Great Britain. Above, President George Bush visits American troops in Saudi Arabia. ★ Describe two other roles of the President.





The Supreme Court

Here, the 1998 Justices of the Supreme Court pose for an annual photograph. Standing, left to right, are Ruth Bader Ginsburg, David Souter, Clarence Thomas, and Stephen Breyer. Sitting, left to right, are Antonin Scalia, John Paul Stevens, Chief Justice William Rehnquist, Sandra Day O'Connor, and Anthony Kennedy.

★ What kinds of cases does the Supreme Court hear?

One group of assistants, the Executive Office, includes many agencies and individuals. They range from the Vice President to the Office of Management and Budget, which prepares the total budget of the United States.

The President's Cabinet, called secretaries, are the heads of executive departments. Today, the President relies on 14 executive departments—among them, the Departments of Defense, Commerce, Justice, Labor, and Energy. Each department has many concerns. For example, the Department of Agriculture deals with food quality, crop improvement, and nutrition. The Department of Transportation establishes rules for speed limits, automobile exhaust systems, and highway and vehicle safety.

More than 30 independent executive agencies also help the President carry out duties. For example, the Central Intelligence Agency (CIA) provides the President with secret information about the world's trouble spots. The National Aeronautics and Space Administration (NASA) is in charge of the nation's space program.

Eleven independent regulatory commissions enforce national laws. They establish rules, rates, and standards for trade, business, science, and transportation. For example, the Federal Trade Commission (FTC) enforced the federal law banning "false or misleading advertising" by ruling that ciga-

rettes may not be advertised as "kind" to your throat.

Finally, there are government corporations. There are at least 60 government corporations today. They include the United States Postal Service, the Tennessee Valley Authority, and Amtrak.

The Judicial Branch

Article 3 of the Constitution gives the judicial power of the United States to the Supreme Court and to lower courts that Congress may set up. Under the Judiciary Act of 1789, Congress created the system of federal courts that still operates today.

Lower courts

Most federal cases are first heard in the district courts. These courts are located in more than 90 districts around the country. Cases brought to these courts may involve matters of criminal law, such as kidnapping and murder, or matters of civil law, such as bankruptcy and divorce. In district courts, decisions are made by either a judge or a jury, which is a panel of citizens.

Every citizen has the right to appeal a decision, or ask that it be reviewed by a higher court. These higher courts of appeal are called circuit, or appellate, courts. The United States has 13 circuit courts of appeal.

Circuit courts operate differently from district courts. A panel of three judges re-



Good Citizenship



Explore These Questions

- How was the Bill of Rights limited?
- How did the Supreme Court use the Fourteenth Amendment to expand citizens' rights?
- What are the rights and responsibilities of citizens?

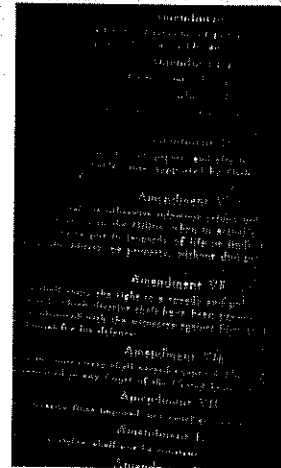
Define

- due process

Identify

- *Gideon v. Wainwright*

Plaque listing the Bill of Rights



SETTING the Scene

Americans first proclaimed their rights in the Declaration of Independence. In it, they declared boldly:

“All men are created equal; . . . they are endowed by their Creator with certain unalienable rights, that among these are life, liberty, and the pursuit of happiness.”

Since the birth of the nation, Americans have struggled to reach this ideal of basic rights for all. They have learned, however, that along with the rights of citizenship come responsibilities.

Citizens' Rights

The Constitution originally protected some individual rights by limiting government actions. For example, Article 6, Section 3, prevents the government from making religion a requirement for public service. Article 1, Section 9, prohibits Congress from passing a law punishing an act that was not illegal at the time it was committed.

Bill of Rights

Many Americans, however, demanded a more specific list of rights. In response, the first Congress drew up and the states ratified the Bill of Rights.

Still, the Bill of Rights applied only to the federal government. States were free to restrict or deny basic rights of many people, in-

cluding women, African Americans, and Asian Americans. At times, the federal government also restricted rights through laws and court decisions.

Fourteenth Amendment

An amendment passed in 1868 paved the way for a major expansion of rights. The Fourteenth Amendment states that persons born or naturalized in the United States are citizens of both the nation and their state. No state may limit the rights of citizens or deny citizens due process, or a fair hearing or trial. States are also forbidden to deny citizens “equal protection of the laws.”

Over the years, the Supreme Court has decided that the Fourteenth Amendment's guarantee of due process and equal protection includes rights listed in the Bill of Rights. States cannot deny citizens the protections of the Bill of Rights.

For example, in the 1960s, the Supreme Court ruled that due process includes the Sixth Amendment right to representation by a lawyer. The case of *Gideon v. Wainwright* involved a poor Florida man who had been convicted of breaking and entering. The judge hearing the case had refused the defendant's request for a lawyer. The Supreme Court ruled that a state court must appoint a lawyer for any defendant who cannot afford to hire one.

What are basic rights?

As the Ninth Amendment states, the people have rights beyond those listed in the Constitution. Americans still strive to define these rights. Some people believe that a citizen's basic rights include the opportunity to get a good education and to find a job. Others argue that these rights are not guaranteed by the Constitution.

Citizens' Responsibilities

Like every citizen, you must do your part to safeguard your rights. At the same time, you must accept the civic responsibilities that are a part of living in a free and democratic society.

Know your rights

You cannot protect your rights unless you know what they are. Books, government pam-

phlets, and groups such as the League of Women Voters, the National Association for the Advancement of Colored People (NAACP), and the Legal Aid Society can give you information about your rights and the law.

You must also know the limits of your rights. A popular saying states, "Your right to swing your fist ends where my nose begins." As part of your civic responsibilities, you must respect the rights of others. After all, your rights are only as safe as your neighbor's. If you abuse or allow abuse of another citizen's rights, your own rights may be at risk someday.

Become Involved

Good government depends on good leaders. Therefore, citizens have the responsibility to exercise their right to vote. A good citizen studies the candidates and the issues in order to make responsible choices.

Linking United States and the World

United States

South Africa



Getting Out the Vote

Voting is both a right and a responsibility. Yet, many take this right for granted. In 1996, only 48.8 percent of Americans who were eligible to vote actually voted. In 1994, when South Africa's black majority won the right to vote for the first time (right), 86.9 percent of eligible voters cast their ballots. ★ Why do you think South Africans were so eager to vote? What point is the cartoon on the left making?

Why Study *History?*

Because Citizens Have Responsibilities

Historical Background

For many Americans, providing unpaid community service is an important civic responsibility. In the 1770s, cities like Boston and Philadelphia had volunteer fire departments. During the Revolution, thousands of Americans volunteered to serve in state militias. By the mid-1800s, women took a leading role in charitable organizations that cared for the sick and needy.

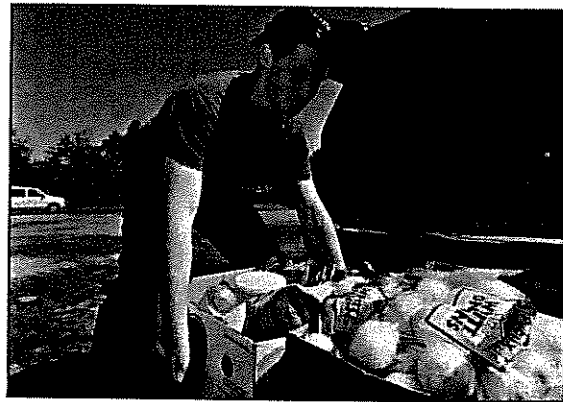
In April 1997, the Presidents' Summit for America's Future encouraged a national spirit of volunteerism. At the meeting, President Bill Clinton said good citizenship meant that you "serve in your community to help make it a better place."

Connections to Today

Adults are not the only volunteers. Young people can also find ways to serve their community. Consider, for example, the story of David Levitt.

David Levitt was a sixth grader in Florida when he read about Kentucky Harvest. This organization collected leftover food from restaurants and distributed it to people in need. David had an idea. He had seen how much unused food was thrown out in his school cafeteria. Why not start a similar program himself?

David presented his plan to the local school board and got permission to start a food distribution program. His first delivery was cartons of milk and bags of salad. Over the next few years, David sent more than 250,000 pounds of cafeteria leftovers to



David Levitt collects food for the needy.

shelters and food banks all over Florida. While still in middle school, he was invited to the White House and awarded a medal for his volunteer work.

Connections to You

There are many ways for you to volunteer in your community. You can participate in a food or clothing drive. You can help clean up a neighborhood park. Perhaps you would like to tutor a younger child or help at a local hospital or senior citizen center. To learn more about these and other opportunities, look up community organizations in your local telephone directory.

- 1. Comprehension** (a) How did President Clinton define good citizenship? (b) How did David Levitt help his local community?
- 2. Critical Thinking** How might volunteering affect the cost of government?

★Activity **Writing a Proposal** Decide on a volunteer program that might be helpful in your community. Describe the benefits of the program and how it could be set up. Write your plan as a formal written proposal.

The First Amendment guarantees you the freedom to speak, write, sign petitions, and meet with others freely. You can use those freedoms not only to defend your rights but also to take a stand on political and community issues. It is important to remember that such expressions should be truthful and peaceful. Supreme Court Justice Oliver Wendell Holmes, Jr., once warned:

“The most [strict] protection of free speech would not protect a man in falsely shouting fire in a theater and causing a panic.”

Responsible citizens keep informed about national and community issues. In addition to reading newspapers, you can attend local meetings. At a town council meeting, for example, you might learn about proposed solutions to local health issues or pollution problems. Groups such as the League of Women Voters may sponsor debates by candidates for political office.

The Bill of Rights guarantees citizens the right to a trial by jury. Every citizen, in turn, has the responsibility to serve on juries when called. Serving on a jury is a serious duty. Jurors must take time out from their work and personal lives. Deciding the guilt or innocence of the accused can be difficult.

Civic Values

Citizens enter into a contract with the government. They give the government the power to make certain laws. In return, they expect government to protect the well-being of society. As part of this contract, the government has the power to set penalties if laws are broken.

Like other citizens, you have a responsibility to obey the laws and respect the rights of others. For example, you should not steal, damage property, or harm someone.

Volunteer

Responsible citizens offer their time and talents to help others and to improve the community. For example, you can join or start a group to clean up parks or to serve food to senior citizens. You can also take part in a walk-a-thon or bike-a-thon to raise money for a worthy cause. Many volunteer fire departments have junior divisions.

Defend the nation

At age 18, all men must report their name, age, and address to the government. In time of war, the government may call them to serve in the armed forces. Many young citizens feel the duty to enlist in the military on their own.

★ Section 5 Review ★

Recall

1. **Identify** *Gideon v. Wainwright*.
2. **Define** due process.

Comprehension

3. Why were some states able to ignore the guarantees of the Bill of Rights?
4. (a) What does the Fourteenth Amendment guarantee? (b) How did the Supreme Court expand the guarantees of this amendment?

5. List three responsibilities of citizenship.

Critical Thinking and Writing

6. **Analyzing Ideas** Reread the words of Justice Holmes, above. How does this statement relate to the need to balance the rights of the individual and civic responsibility?
7. **Solving Problems** Why must a citizen of a democracy learn how to compromise?



Activity Making a Poster Help people in your school and community become better citizens. Create a poster that encourages people to do one of the following: know their rights, vote, become involved in government, volunteer in the community, or join the armed services.