

AMERICAN GOVERNMENT

in Christian Perspective

Third Edition

We the People
insure domestic Tranquility, provide for the common
and our Posterity, do ordain and establish this Const

Article I
Section 1. All legislative Powers herein granted shall be vested in a Congress of the United States, which shall consist of a
Senate and House of Representatives.
Section 2. The House of Representatives shall be composed of Members chosen every second Year by the People of the several
States, and the Electors in each State shall have the Qualifications requisite for Electors of the most numerous Branch of the State Legislature.
No Person shall be a Representative who shall not have attained to the Age of twenty five Years, and seven Years
shall not when elected be an Inhabitant of that State in which he shall be chosen.
The actual Enumeration shall be made within three Years after the first Meeting
of the Representatives, and within the Term by which the Members of the first Congress
shall have taken Office; and the actual Enumeration, shall be made by the States, in
accordance with the Enumeration, and shall be the Basis of the apportionment of Representatives
among the States, according to their respective Numbers, which shall be determined by adding to the whole
Number of free Persons, (including those bound to Service for a Term
of Years, and the Indians not taxed) three fifths of all other Persons.
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HISTORY SERIES

CONGRESS: THE LEGISLATIVE BRANCH

ARTICLE I, SECTIONS 1–9; AMENDMENTS 16, 17, 20, 27

Upon these two foundations, the law of nature and the law of revelation [the Bible], depend all human laws; that is to say, no human laws should be suffered to contradict these.

—William Blackstone

[G]overnment exists not so much to create laws as to secure laws, to apply God's laws to general and specific situations, and to act as the impartial enforcer of such laws.

—David Noebel

Highlights

- Structure of Congress
(Article I, Sections 1–3)
- Procedures within Congress
(Article I, Sections 4–6)
- Responsibilities of Congress
(Article I, Section 7)
- Powers of Congress:
Delegated and Denied
(Article I, Sections 8 and 9)

America's limited government is one of her greatest blessings. One of the most important limitations that the Founding Fathers set for our government was the separation of powers. As you know, the Constitution separates the power of the national government into three branches: legislative, executive, and judicial.

The legislative branch of our government is called **Congress**. Article I, Section 1 of the Constitution states:

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

Here the Constitution grants to Congress **all legislative powers**—the powers to make laws. Only Congress has the constitutional authority to make our national laws.

STRUCTURE OF CONGRESS (ARTICLE I, SECTIONS 1–3)

Congressional Houses

Article I of the Constitution provides for a Congress which is composed of two houses—a **Senate** and a **House of Representatives**. Each house is to provide a check on each other while at the same time crafting laws that would best represent the interests of the people and of the states. All members of Congress are *congressmen* or *congresswomen*, but these terms usually refer to members of the House of Representatives, whereas members of the Senate usually answer to the title of “Senator.”

Bicameralism—When the framers created the Congress, they created a **bicameral** legislature, a legislature *composed of two houses*. Most modern legislatures are **unicameral**, or *one-house legislatures*. Examples of both bicameral and unicameral legislatures existed at the time of the founding. Great Britain's Parliament was a bicameral legislature as were most of the state legislatures, while the legislature under the Articles of Confederation government was unicameral. By the time the Constitution was written, the framers were in strong agreement that a bicameral legislature was needed. By dividing the legislature into two houses, the

★ Focus

The American Revolution was in full swing. The Bible, through more than 150 years of early settlement in America, remained the base of her people's religious devotion, her education, her colonial government. These Bibles had been shipped in from England. Now, suddenly the American Revolution cut off this supply, and the stock dwindled.

Here was America in its greatest crisis yet—and without Bibles! Patrick Allison, Chaplain of Congress, placed before that body in 1777 a petition praying for immediate relief. It was assigned to a special committee which weighed the

matter with great care, and reported:

“ . . . that the use of the Bible is so universal and its importance so great that your committee refer the above to the consideration of Congress, and if Congress shall not think it expedient to order the importation of types and paper, the Committee recommend that Congress will order the Committee of Congress to import 20,000 Bibles from Holland, Scotland, or elsewhere, into the different parts of the States of the Union.”

“Whereupon it was resolved accordingly to direct said Committee to import 20,000 copies of the Bible.”

During the session in the fall of 1780 the need arose once more.

Robert Aiken, who had set up in Philadelphia as a book-seller and publisher of *The Pennsylvania Magazine*, saw the need and set about quietly to do something about it. In early 1781 he petitioned Congress and received from them a green light to print the Bibles needed. The Book came off the press late the next year, and Congress approved it. So originated the “Bible of the Revolution,” now one of the world's rarest books—the first American printing.

From America: God Shed His Grace on Thee by Robert Flood (Chicago: Moody Press, 1975)

framers created a system where each house would provide a check on the other. Furthermore, a bicameral legislature would allow for both the voters and the states to have representation in a federal system. Other nations have followed this federal model in the crafting of their own republics; today, federal states like Germany and Mexico also have bicameral legislatures.

On the surface, the two houses look similar. Both have elected members, work within political parties and standing committees, and craft legislation. However, a closer look reveals some important differences between them.

The House of Representatives. The House of Representatives, known as the *lower house* of Congress, is the larger of the two houses. It is composed of 435 members with one representative from each of the 435 congressional dis-

tricts in the United States. Each representative is elected for *two years* by the voters in his district; there is a congressional election every two years in November of the even-numbered year.

House members represent a district whose lines (or “boundaries”) are drawn by



U.S. House of Representatives

★ Symbols of American Liberty

THE MACE



A mace is a club-shaped staff used as a symbol of authority in legislative assemblies. Originally used as a weapon during the Middle Ages, the mace is now used symbolically to restore order in an assembly.

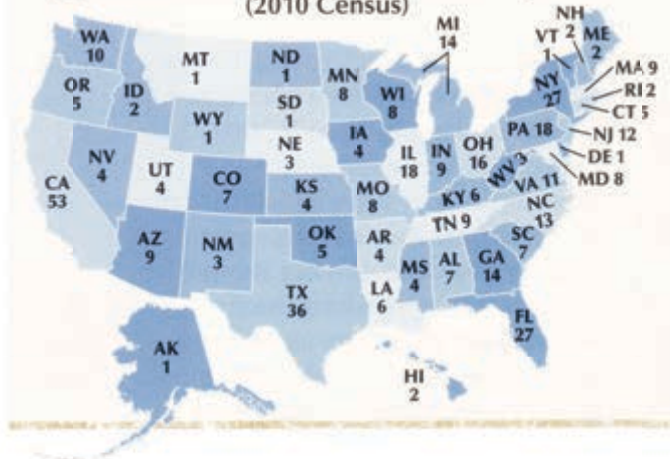
The Mace of the House of Representatives serves as an ensign of authority. When the House is called to order each day, the 46-inch Mace, topped by an American eagle, is placed at the Speaker's right by an assistant sergeant at arms. It remains there as

long as the House is in session. Its removal to a lower position signifies that the House has resolved itself into a Committee of the Whole. Thus, the Mace not only symbolizes the Speaker's authority; it also, by its position, tells the congressmen whether the House is in session or in committee. The Mace used by the House today was crafted in 1841 by silversmith William Adams. It was patterned after the original, which the British destroyed during the War of 1812.

the state legislature to represent a population group. Because House members represent a particular population group, we say that their representation is **proportional**.

The *proportional distribution of congressional seats among the states* is called **apportionment**. Because representation in the House is based on population, it is necessary to count the number of people within each state periodically for **reapportionment**. This is done by taking a **census**, which is a *counting of the number of people in a specific area*. The first United States census was taken in 1790. Since then, a census has been taken

Apportionment of House Seats by State (2010 Census)



each year ending with zero (1800, 1810, 1820, etc.). Each representative is to represent no fewer than 30,000 people, although each state is entitled to at least one representative regardless of population. Today the ratio of representative to population is about one to 700,000. The first Congress of the United States had sixty five representatives; by 1912 the size of the House of Representatives had reached 435. It was feared the House would soon be too large to conduct business effectively; therefore, in 1929, Congress limited the House to 435 members.

After every census, the congressional seats are reapportioned to reflect changes in population. Each state may gain seats, lose seats, or stay the same depending on population shifts within the country. Once a state receives its number of representatives, its legislature can redraw the congressional district lines within the state to reflect the new changes. For example, when the 2010 census was taken, the Census Bureau reported that Florida had a larger percentage of the American population than it did when the census was taken in 2000; therefore, Florida was apportioned two additional seats in the House (from 25 in 2002 to 27 in 2012). To allow for the two new Florida seats in the House, the Florida State Legislature had to redraw the

state's district lines to create two more congressional districts. Thus, it is in the interest of a state to increase in population in relation to other states, because a state might gain representatives as it grows. For election purposes, reapportionment changes take place on years ending in "two" (2002, 2012, etc.) following the census.

Sometimes a state legislature draws its district boundaries so as to purposely favor the party in power (giving the party control of as many congressional seats as possible). This practice is known as **gerrymandering**. The term originated in Massachusetts in 1812 when the state legislature, under the direction of Governor Elbridge Gerry, divided the state into districts of very peculiar shape in order to favor Gerry's party in the election of state senators. An artist added a few touches to a map of one of the districts and said it looked like a salamander, but someone else remarked that it should be called a "Gerrymander."

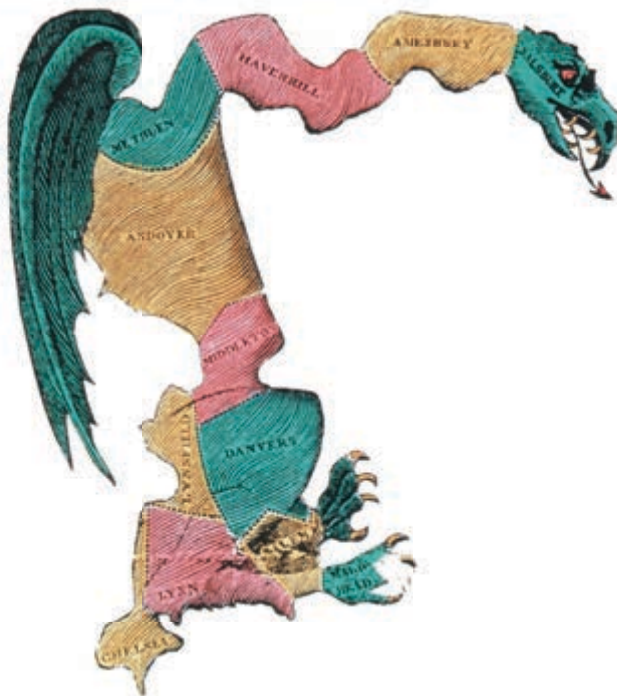
The House has been referred to as the "People's House" because it is more likely to reflect the interest of the American people than other institutions within the federal

government. Because they are directly elected, reelected more often, and represent a distinct constituency, House members tend to be more sensitive to the wishes of the people than other federal officials.

The Senate. The Senate, on the other hand, tends to reflect the interest of states. Engraved in marble on the gable of the Dirksen Senate Office Building in Washington, D.C., are the words, "The Senate is the living symbol of our union of states." The Senate, known as the *upper house* of Congress, is an equal partner with the House of Representatives in the legislative branch. A smaller, more select group than the House, the Senate is the house that the Founding Fathers intended to be the more mature, experienced, deliberative lawmakers. Senators serve a term three times longer than that of their House counterparts. Being up for reelection only every *six years* makes senators less susceptible to local pressure groups and the immediate will of the voters than are their colleagues in the House.

In the House of Representatives, each state receives representation based on population; however, each state receives two senators, for a total of one hundred, regardless of population in the Senate. Representation in the Senate is based on the principle of **equal representation** of the states. The framers secured a role for the states in the federal system by having senators chosen by the state legislatures and by securing for the states that their equality in the Senate could not be abolished. However, since the adoption of the **17th Amendment** in 1913, senators are no longer chosen by state legislatures. They are now elected **at-large**, that is, *by all the voters of their state*. This amendment largely defeats the original purpose of the Senate, which was to provide representation for the state governments in the federal system. It is no coincidence that the decline in state political power in relation to the national government corresponds with the change in the way senators were selected under the 17th Amendment.

The "Gerrymander," an 1812 political cartoon





U.S. Senate

Congressional Elections. Today, all citizens of the United States 18 years of age or older are eligible to vote for senators and representatives. The Constitution leaves the holding of elections generally to the states but grants Congress the power to establish specific regulations (Article I, Section 4). Over the years, Congress has exercised its right to regulate federal elections. For example, Congress has made uniform the date on which all federal elections are held. That day, the Tuesday after the first Monday in November in even-numbered years, has been designated **General Election Day**.

*The Constitution requires that elected members of Congress meet three qualifications involving **age, citizenship, and state residency**.* A member of the House must be at least twenty-five years old, and a senator must be at least thirty; for the House, one must have been a U.S. citizen for at least seven years, and for the Senate, nine; and for both the House and the Senate, one must be a resident of the state from which he is chosen.

A review of historical membership in Congress reveals that the average member of Congress has been a white male, about fifty years old, and a family man of Protestant background. Most congressmen have had a college degree and a background in law, business, or banking. However, this demographic has

changed as today's Congress has more women members and more accurately reflects the nation's ethnic diversity.

Congressional Leadership

When we elect members of Congress, we are choosing those people who will make our nation's laws. These elected officials, in turn, choose from among themselves those who will lead the Congress. The Constitution stipulates some leadership positions, and historically,

the Congress has added leaders from time to time as well as granted power to the political parties and congressional committees to provide order and stability in the Congress.

Constitutional leadership. The Constitution requires at least three leadership positions in Congress: the **Speaker of the House**, the **president of the Senate**, and the **president pro tempore**.

The Constitution requires a "Speaker" for the House of Representatives. Article I, Section 2 of the Constitution states that "the House of Representatives shall choose their Speaker." Today, the Speaker is the presiding officer of the House. He is not required to be a House member (so far he always has been); he simply must receive a majority vote from the members of the House. This increases the odds that the Speaker will be a member of the **majority party**, *the party with the most members in the House*.

As for the Senate, the Constitution states in Article I, Section 3 that "The Vice President of the United States shall be President of the Senate." Thus, in addition to serving under the President of the United States, the Vice President presides over the Senate. The president of the Senate's position is unusual in that it is the only constitutional office that spans both the legislative and executive branches.

Capitol Building Cutaway

(Second Floor)

House

- 1 House Majority Conference Room
- 2 House Minority Conference Room
- 3 Congresswomen's Suite
- 4 Office of the Speaker
- 5 Rayburn Room
- 6 Committee on Ways and Means
- 7 Grand Staircase—East*
- 8 Formal Office of the Speaker
- 9 Parliamentarian
- 10 Members' Reading Rooms
- 11 Speaker's Lobby
- 12 House Chamber

*Open to the public

Senate

- 25-30 Senators' Private Offices
- 31 Senate Disbursing Office
- 32 Senate Minority Leader's Office
- 33 Secretary
- 34 Grand Staircase—West*
- 35 Chief Clerk
- 36 Bill Clerk and Journal Clerk
- 37 Official Reporters of Debates
- 38 President's Room*
- 39 The Marble Room
- 40 Senators' Private Lobby
- 41 Senate Chamber
- 42 Cloakrooms
- 43 Formal Office of the Vice President
- 44 Senate Reception Room*
- 45 Office of the Vice President
- 46 Senate Majority Leader's Office
- 47 Grand Staircase—East*
- 48 Senate Conference Room*
- 49 Executive Clerk
- 50 Old Senate Chamber
- 51 Senate Minority Whip
- 52 Small Senate Rotunda*
- 53-58 Senators' Private Offices

*Open to the public



★ Symbols of American Liberty

THE CAPITOL

Our national Capitol, more than any other building, represents the American system of constitutional government. The Capitol is the seat of Congress, the national legislature.

The central feature of the Capitol is a towering dome topped with a bronze Statue of Freedom, which symbolizes the American ideals of freedom under God, liberty under law, and peace through strength. The great circular hall beneath the Capitol's dome is called the **Rotunda**. One hundred eighty feet above the floor of the Rotunda, the ceiling of the dome displays a fresco by Italian painter Constantino Brumidi entitled "The Apotheosis of George Washington." The fresco consists of 19 panels depicting scenes from American history, beginning with Columbus and ending with the Wright brothers. Several statues also adorn the Rotunda, including statues of six Presidents—James A. Garfield, Andrew Jackson, Ulysses S. Grant, Thomas Jefferson, Abraham Lincoln, and George Washington—and two statesmen—Edward Dickinson Baker and Alexander Hamilton. Eight magnificent paintings complete the art displayed in the Rotunda.

The East Portico of the Capitol is the traditional scene of the presidential and vice-presidential inauguration every four years. On the west side of the Rotunda is a small chamber known as the **Prayer Room**. Both houses of Congress adopted a concurrent resolution in 1954, which called for the setting aside of "a room with facilities for prayer and

meditation for the use of Members of the Senate and House of Representatives." This nondenominational chapel is supervised by the chaplain of the House of Representatives. The Prayer Room's décor is predominantly blue. Its simple but appropriate furnishings include an altar with an open Bible, the American flag, and two vases containing freshly cut flowers which are placed there daily. Above the altar, a stained glass window displays George Washington in prayer and the words of Psalm 16 ("Preserve me, O God; for in Thee do I put my trust"). Near the top of the stained glass window, across the center, is the motto: "This Nation Under God."

The Senate Wing is made up of the Senate Chamber, reception rooms, committee rooms, and private offices. On the ground floor are the dining rooms, shops, ticket offices, a post office, and a barbershop. The present Senate Chamber, occupied by the Senate in 1859, is elaborately decorated and contains mahogany desks and chairs arranged in semicircles facing the raised platform of marble at the front of the room, where the Vice President presides as the president of the Senate. The galleries above on all four sides seat visitors, newspapermen, and special guests. The President's Room, which contains a mahogany table used by President Lincoln, is also located in this wing.

The Old Hall of Representatives is now called the National Statuary Hall; it is located to the south of the Great Ro-



tunda. Of the 92 statues in the National Statuary Hall Collection, 40 are located within Statuary Hall itself.

The House of Representatives meets in the House Chamber in the south wing of the Capitol. The House Wing also contains numerous works of art, including 46 large portraits of famous lawgivers of the past displayed over the gallery doors of the House Chamber. The House Chamber is necessarily much larger than the Senate Chamber and is simpler in décor. House members are not assigned specific seats as are Senate members; majority party members sit on the right of the Speaker's rostrum, and minority party members sit on the left. These seats are arranged in a semicircle facing the Speaker's platform, and on the wall above the Speaker's rostrum are the words of the National Motto, "In God We Trust." The House Chamber has three times the floor area of the British Parliament's House of Commons and is *the largest national parliamentary room in the world*. When Congress meets for a **joint session**, addressed by the President, or a **joint meeting**, addressed by some other notable, it convenes in the House Chamber. Since many major decisions are made here, three rows of desks for newsman and reporters are located in the balcony.

When the Vice President is absent from the Senate, that body is presided over by the president *pro tempore* [prō tēm'pə-rē': "for the time being"], usually referred to as the president *pro tem*. The president *pro tem* is elected by his fellow senators, and he is always a leading member of the Senate's majority party.

Even though both the Speaker and the president of the Senate serve as presiding officers in their respective houses, they do not exercise equal influence over their chamber. Over the years, the House of Representatives has increased the Speaker's political power, but the Senate has not done the same for the

president of the Senate. The Speaker exercises a sizable influence in committee assignments. As a member of the House, he can take part in debate and can vote like any other congressman. However, the president of the Senate lacks these privileges; he can vote only to break a tie.

Party leadership. Leadership not provided by the Constitution is supplemented by the political parties. The political parties of today do not influence their members like they did 100 years ago. However, a Congressman's party affiliation is still the best predictor of how he will vote on a particular issue.

America's party system is bipartisan ("two-party"). Because there are only two dominant parties—the Democratic party and the Republican party—there exists a natural rivalry between them. You have already learned that the party with the most members in the House is called the *majority party* (this is also true in the Senate); the party with the fewest members is called the *mi-*

★ Foundations of American Liberty

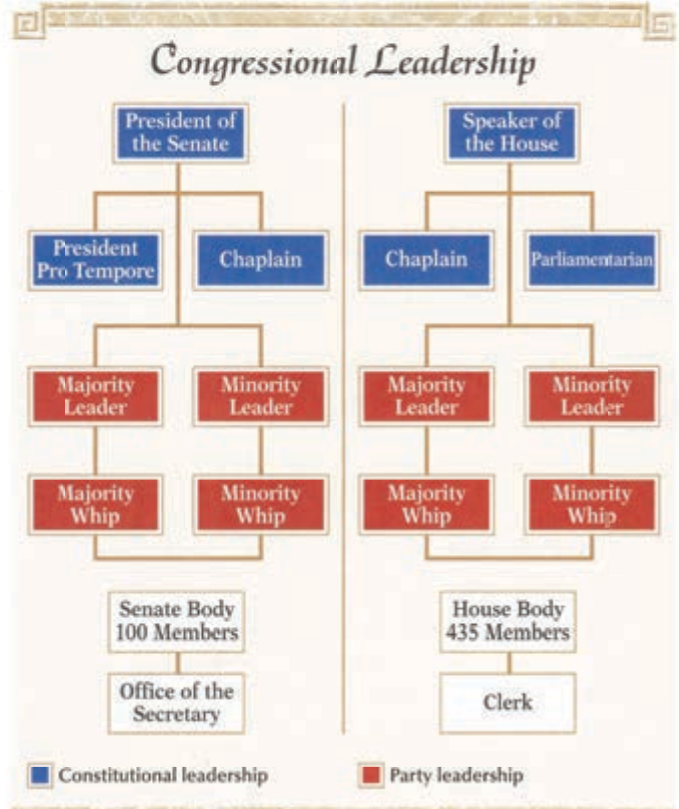
VISITING THE CAPITOL

Millions of Americans and foreign tourists visit the Capitol of the United States every year. Before these visitors, the Capitol spreads a story, depicted alike in paintings, sculpture, architecture, and daily business—the story of a people determined to govern themselves, to be and to remain free.

It is vital to our form of government that the people be able to see and hear the machinery of legislation in motion. In the House and Senate Chambers, visitors watch from galleries while the members of Congress debate the issues of government. The people also speak. Many come to seek counsel with their representatives or senators. They may need help or wish to make known their position on matters of legislation.

Perhaps the most important visitors are the students, the young people of the world who visit the Capitol and see its workings, its spirit, and its substance. Many have studied the forms and history of American government, but without these visits they can have little idea of the vast range of activities behind the final acts of legislation.

Ours is an "open" Capitol. Visitors roam the halls and grounds of the Capitol Hill complex at their leisure. Tours and signs and guidebooks are also available. Groups and individuals may even obtain passes for admission to the House and Senate galleries through their representatives or senators.





Senate Majority Leader Harry Reid and Speaker of the House John Boehner

nority party. For example, between 1985 and 1987, the Democratic party had more members in the House of Representatives, but the Republican party had more members in the Senate; therefore, the Democrats were the majority party in the House, but the Republicans were the majority party in the Senate.

The majority party has many advantages over the minority party in each of the two houses. The majority party controls debate on the floor, appoints floor and committee leaders, and has a majority of its members in most committees.

The majority and minority **floor leaders** lead their party in their house. The floor leaders are responsible to secure their parties' interests in the legislative process. Naturally, the majority floor leader has more influence than the minority floor leader since the majority party has more members.

The majority leader is recognized first in debate and influences the scheduling of debate. He also influences who gets committee assignments in his house. In the Senate, the position of the majority leader has more au-

thority than it does in the House. In the House, the majority leader is second in command to the Speaker; in the Senate, the majority leader is the most influential member on the floor of the Senate. While the president of the Senate and the president *pro tem* are the *highest* Senate offices, they have little political power; it is the majority leader of the Senate that wields the political power.

Each floor leader has a party **whip** that assists him in his responsibilities. The term "whip" comes from the English fox hunt, in which one of the hunters was designated a "whipper in" to keep the hunting dogs together. The whip's task is to "keep the pack together" by urging party members to vote with the party on key issues. He does this by informing party members of their party's position on important issues and by informing the party's floor leader on how his party members are voting.

Whether it be majority leader, whip, or committee chair, the party's primary instrument to appoint their members to leadership positions is the caucus. A **caucus** is a *private meeting of political party members to decide on policy or to choose their party leaders.* Before Congress meets in January, a party caucus composed of the members of each party in each house meets in a closed session to make important decisions for the upcoming session.

Committee leadership. Like the political parties, the congressional committees have also provided additional leadership to the Congress. The majority party determines who will chair (head) the committees. The chairman of a standing (permanent) committee is chosen in the majority party's caucus. These chairmen are politically influential because much of the crafting of legislation takes place in committee. The system most often used by the party caucuses in assigning committee or subcommittee chairs is the **seniority system.** To give a committee chair to a member with seniority is to give it to *the member of the majority party who has had the*

most years of continuous service on that committee. Although seniority is a traditional method of selecting committee chairs and is not used as often as in earlier times, it still is the most-often used method and influences who receives committee chairs. The minority party will employ the same system, making their senior member the **ranking member** of the committee.

Congress also has other types of committees such as **select committees** which are of-

ten used for investigations and **joint committees** where members from both houses meet in a single committee. A common type of joint committee is the **conference committee**.

Other officers. At the beginning of each Congress, the House and Senate also choose certain officers who are not elected members of Congress. Each house chooses a **sergeant at arms** who is the chief protocol and law enforcement officer for his house. If his house lacks a quorum, the sergeant at

★ Profile

SPEAKER OF THE HOUSE

It would do no violence to the truth to call the Speaker of the House the second most powerful office holder in the U.S. Government, surpassed only by the President. . . .

Selecting a Speaker

In the early days the Speaker was elected by ballot, but since 1839 all have been chosen by roll call or voice vote. The election of the Speaker is traditionally the first order of business upon the convening of a new Congress.

The choosing of a Speaker has undergone some important changes over the past 190 years. Only relatively senior members with twenty-plus years of experience have been elected Speaker in this century. From 1789 to 1896, each new speaker averaged only seven years of experience in Congress. Once elected, a speaker is customarily reelected as long as his

party remains in the majority and he retains his Congressional seat.

Although the election officially occurs on the floor of the House, modern-day Speakers are actually decided upon when the majority party meets in caucus on the eve of a new Congress. Despite the forgone conclusion of the contest, the minority party also nominates its candidate who, upon losing, becomes minority leader. Since the 1930s, service in the lesser party leadership posts, such as majority and minority whips and majority and minority leaders, have become stepping stones to the speakership. . . .

Powers and Duties

The Constitution makes but scant reference to the office, prescribing in Article I, Section 2 that "the House of Representatives shall chuse their speaker." While the powers and duties of the Speaker are spelled out to some degree in the *Rules of the House*, the effectiveness of any particular Speaker has

depended upon a great many intangibles: the Speaker's own personal dynamism, the size of his majority in the House, his relationship with the executive branch, his ability to "get things done." Men of greatly differing styles and temperaments have served as Speaker. Freshmen [new members of Congress], septuagenarians [seventy-year-olds], dictators, tyrants, moderates, Southerners, Northerners, one future President, two future Vice Presidents (and would-be Presidents) have all, at one time or another, served in the Speaker's Chair.

In the modern era, the many duties of the Speaker include presiding at the sessions of the House, announcing the order of business, putting questions to a vote, reporting the vote and deciding points of order. He appoints the chairmen of the Committee of the Whole and members of select and conference committees. He chooses Speakers pro tempore and refers bills and reports to the appropriate committees and calendars.

arms has been granted the constitutional authority to compel members to attend. The role of the **parliamentarian** is to advise house officers on parliamentary rules and house rules. Normally, the parliamentarian or one of his assistants sits near the presiding officer to advise him on that house's procedures. The presiding officer will usually follow the parliamentarian's advice. **Chaplains** are to minister to the spiritual needs of members, staff, and their families.

They pray before the daily sessions in their house, hold Bible studies, and conduct weddings and funerals among other things. Each house also employs a **secretary** (called a "clerk" in the House) who is the official record keeper for his house. Since 1995, the House has also employed a **chief administrative officer (CAO)** who helps maintain much of the operational infrastructure in the House in such diverse areas as finance, payroll, child care, and information technology.

Although he is not constitutionally required to be an elected Member of the House, this *de facto* requirement assures that the Speaker also enjoys the privileges of ordinary House Members. He may, therefore, after stepping down from the Chair, vote and participate in debate on the floor. . . .

Triple Personality

The Speaker of the House is a triple personality, being a Member of the House, its presiding officer, and leader of the majority party in the Chamber. As a Member of the House he has the right to cast his vote on all questions, unlike the President of the Senate (the Vice President of the United States) who has no vote except in the case of a tie. Usually, however, the Speaker does not exercise his right to vote except to break a tie or when he desires to make his position known on a measure before the House. As a Member, he also has the right to leave the Chair and participate in debate on the House

floor as the elected Representative of his district.

As presiding officer of the House, the Speaker interprets the rules that the House has adopted for guidance. In this matter he is customarily bound by precedents, created by prior decisions of the Chair. Appeals are usually in order from decisions of the Chair, but seldom occur. When they are taken, the Chair is usually sustained. The Speaker's power of recognition is partially limited by House rules and conventions that fix the time for considerations of various classes of bills.

He has discretion in choosing the Members he will recognize to make motions to suspend the rules on days when such motions are in order. The rules of the House may be suspended by two-thirds vote on the first and third Mondays of the month, the Tuesdays immediately following those days, and the last six days of the session.

As a party leader, the Speaker had certain additional powers

prior to 1910: to appoint all standing committees and to name their chairmen; to select members of the Rules Committee; and from 1858 to serve as its chairman. His political power evolved gradually during the 19th century and peaked under the leadership of former Speaker Joseph Cannon (1903–1911).

In 1910, the House cut back some of the Speaker's power. They removed him from the Rules Committee, stripped him of his power to appoint the standing House committees and their chairmen and restricted his former right of recognition. These actions were not directed so much against the principle of leadership as against the concentration of power in the hands of a single individual.

From *The Capitol: A Pictorial History of the Capitol and Congress* (Eighth Edition, Approved 96th Congress, 2nd session, H Con Res 413, House Doc. No. 96-374), 74–75.

★ CHAPTER 5 REVIEW

TERMS *Define these words.*

1. legislative power
2. proportional representation
3. apportionment
4. census
5. gerrymandering
6. 17th Amendment
7. caucus
8. seniority system
9. quorum
10. 20th Amendment
11. *Congressional Record*
12. censure, expulsion
13. franking privilege
14. 27th Amendment
15. congressional immunity
16. bill
17. discharge petition
18. filibuster, Cloture Rule
19. Committee of the Whole
20. voice vote, standing vote, roll-call vote
21. conference committee
22. presidential veto
23. oversight
24. legislative veto
25. "necessary and proper" clause
26. senatorial courtesy
27. impeachment
28. Speaker of the House
29. president of the Senate
30. president *pro tem*
31. floor leader
32. whip
33. implied powers
34. expressed powers
35. House of Representatives
36. Senate
37. delegate
38. trustee

IDENTIFY *Briefly identify the following.*

1. the number of members in each house of Congress
2. the symbol of legislative authority in the House of Representatives
3. the current ratio of people to representatives in the House of Representatives
4. three qualifications for a member of the House and of the Senate
5. three positions of leadership in Congress required by the Constitution
6. the best predictor of how a member of Congress will vote on a particular issue
7. the difference between a *session* and a *term* of Congress
8. the difference between a public bill and a private bill
9. the two-fold purpose of a representative in the legislative process
10. the title given to Article I, Section 8, Clause 18 of the Constitution
11. the two Presidents who were impeached
12. the only President to resign
13. the length of a term for a House member
14. the length of a term for a senator

CHAPTER CONCEPTS *Use the following questions to prepare for class discussions and to review for tests.*

1. Judging by the actions of Congress in 1777 and 1781, what was the attitude of our Founding Fathers toward the Bible? Do you think the men who wrote the Constitution would have judged

public prayer and Bible reading unconstitutional? Defend your answer.

2. You have learned in past chapters about the principles of limited government. How are these principles reflected in the powers that are delegated and denied to Congress by the U.S. Constitution?
3. Why might members of the House of Representatives be more sensitive than Senators to the will of the voters?
4. How did the 17th Amendment defeat the original purpose of the Senate?
5. Why is character important in a representative? What passage of Scripture lists the qualities of a good leader?
6. Explain the importance of committees and floor leaders.
7. Briefly outline the process by which a bill becomes a law.
8. Explain why only the House may introduce a revenue bill.
9. Describe the responsibilities of the House and the Senate in impeachment proceedings.
10. A bill passes both House and Senate and arrives on the President's desk on Monday, December 1. What is the status of the bill if the President has taken no action on the bill and Congress is still in session on Wednesday, December 10? What is its status on Monday, December 15?
11. What would happen to the status of the above bill if Congress were to go out of session on Friday, December 5?




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