

# Planning a New Government

## Lesson 1

### VOCABULARY

Articles of Confederation p. 197

arsenal p. 198

legislature p. 200

### READING SKILL

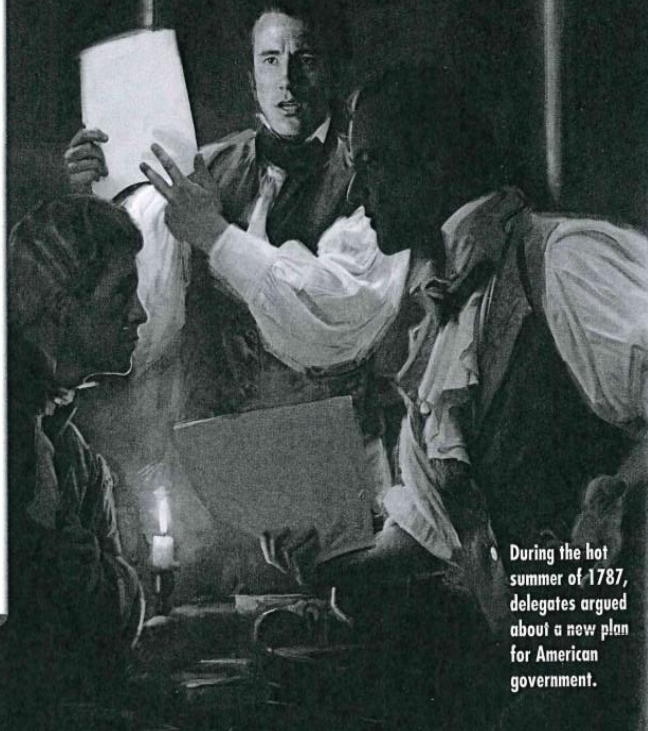
#### Draw Conclusions

Copy the chart below. Use it to draw conclusions about the need for a new plan for government.

Text Clues	Conclusion

### INDIANA ACADEMIC STANDARDS

5.1.9, 5.1.10, 5.1.13, 5.1.14, 5.1.19, 5.1.20, 5.1.21, 5.2.1, 5.2.4, 5.3.10



During the hot summer of 1787, delegates argued about a new plan for American government.

### Visual Preview

## What problems did the government face after the Revolution?



**A** Many Americans believed that the Articles of Confederation was a failure.



**B** Shays's Rebellion showed the weakness of the Articles of Confederation.



**C** The delegates at the Convention disagreed about the way to share power.



**D** After months of debate and many compromises, delegates signed the Constitution.

## A THE ARTICLES OF CONFEDERATION

Every government needs a plan. In 1777 the Second Continental Congress approved the Articles of Confederation—the first plan of government for the United States.

At first, the Articles of Confederation met the needs of the young nation. But its weaknesses soon became obvious.

### No Central Government

Under the Articles of Confederation, each state was independent. Each state printed its own money and passed its own trade laws. Money changed value between states. Merchants were uncertain which trade laws to follow.

Under the Articles of Confederation, the national government could not collect taxes. It had to ask the states for money. Congress needed money to pay off its large debts. The government also could not pay lawmakers. Even worse, it couldn't pay soldiers who had served in the Revolution.

### Plan for Settlement

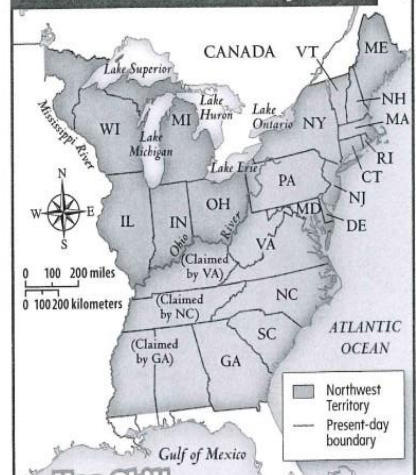
Overall, the articles didn't work. One law passed by Congress *did* work. The Ordinance of 1787 (also called the Northwest Ordinance) was a plan for land north of the Ohio River and east of the Mississippi River. This region was known as the Northwest Territory. The Ordinance stated that an area became a territory when its population reached 5,000. It could apply for statehood when

the population reached 60,000. The states of Ohio, Indiana, Illinois, Michigan, and Wisconsin were settled this way. The Northwest Ordinance also pushed Native Americans off their land. As a result, battles between settlers and Native Americans soon broke out.

### QUICK CHECK

Draw Conclusions Why did settlers and Native Americans battle in the Northwest Territories?

### The Northwest Territory, 1787



### Map Skill

LOCATION Why was the area on the map known as the Northwest Territory?

## B REBELLION IN MASSACHUSETTS

In 1786 the weaknesses of the Articles of Confederation led to violence in western Massachusetts. To raise money to pay state debts, Massachusetts lawmakers raised taxes on property. Lawmakers also said that people had to pay their taxes in gold or silver. The state's paper currency had little value—and there was no national currency.

Most farmers in western Massachusetts were in debt. When the legislature refused to accept paper money, hundreds of farmers were unable to pay their taxes. Those who could not pay often lost their farms. Many landed in jail.

### Farmers Fight Back

To many farmers, Massachusetts lawmakers were no better than the British Parliament. Many farmers had fought the British, and had been paid in worthless paper money. Daniel Shays, a farmer who was once a Patriot officer, urged others to rebel. Shays led his men, called Regulators, across western Massachusetts. They closed courthouses and broke into jails to

free debtors. News of what became known as Shays's Rebellion spread quickly.

Massachusetts leaders asked Congress to send regular army troops to capture Shays. The government had no power to raise money to pay troops. Instead, the state's governor and wealthy lawmakers paid for a private militia force with their own money.

In January 1787, more than 1,000 farmers attacked a state arsenal—a storage place for weapons—in Springfield, Massachusetts. There they were met by the private militia, which had better weapons, including a cannon. Cannon fire killed four rebels and wounded twenty. Many rebel farmers were captured, and some were sentenced to death. Shays finally fled to New York.

▼ Regulators blocked courthouses during Shays's Rebellion.



▼ Paper money was the only money most farmers had to pay their taxes.



### The Meaning of Shays's Rebellion

Shays's Rebellion showed Americans, both rich and poor, that the Articles of Confederation had failed. Wealthy Americans wanted a national government strong enough to protect their property. Farmers wanted a government with the power to issue paper money that had value.

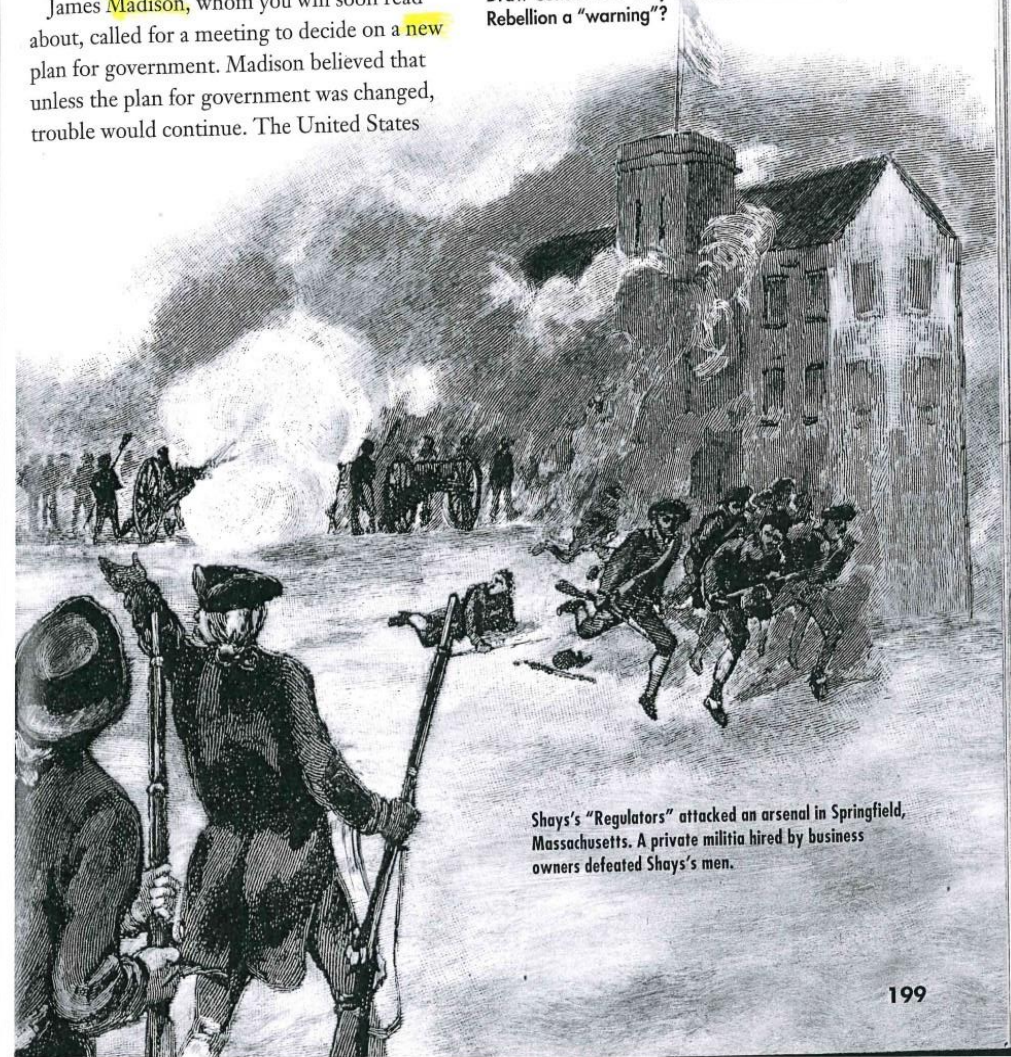
James Madison, whom you will soon read about, called for a meeting to decide on a new plan for government. Madison believed that unless the plan for government was changed, trouble would continue. The United States

needed a plan that joined the states together under a central government that had power to pass laws for all Americans. He wrote:

“The rebellion in Massachusetts is a warning.”

### QUICK CHECK

Draw Conclusions Why did Madison call Shays's Rebellion a “warning”?



Shays's “Regulators” attacked an arsenal in Springfield, Massachusetts. A private militia hired by business owners defeated Shays's men.

## **G** MEETING IN PHILADELPHIA

How would you like to spend the summer shut inside a room? Delegates who created the plan for our nation's government did this when they met in Philadelphia on May 25, 1787. The delegates remained in hot rooms for almost four months. This meeting was called the Constitutional Convention.

### A Difficult Task

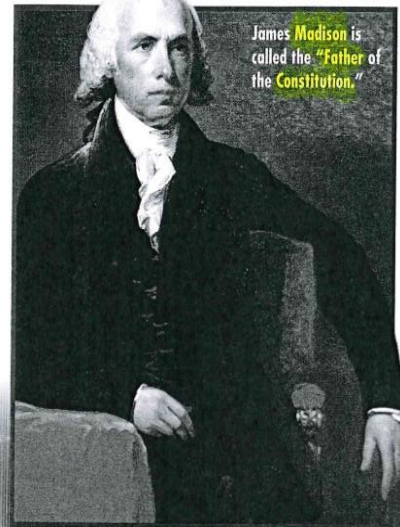
Some delegates, such as Benjamin Franklin and George Washington, were well known. The most important delegate, however, stood 5 feet 4 inches tall and weighed 100 pounds—James Madison from Virginia. Madison believed that the Articles of Confederation had failed. He also knew that creating a new plan for government would be difficult. He wrote:

“In framing a government . . . the great difficulty lies in this: you must first enable the government to control the governed, and in the next place, oblige [force] it to control itself.”

### Two Different Plans

Today, we often think of the President as the most important person in government. But in 1787, the legislature was the most important part of government. A legislature is an elected body of people that make the laws. Madison's plan, the Virginia Plan, created a national legislature with two “houses.” One house would be elected by citizens. In those days, only white men with property were allowed to

vote. The members of the second house would be chosen by the members of the first house. The number of members in the first house was based on a state's population. This meant that the largest states had the most representatives.



It is no surprise that delegates from small states disliked Madison's plan. Under the Articles of Confederation all states had equal power. William Paterson, a delegate from New Jersey, offered his New Jersey Plan—a legislature with only one house in which each state would have one vote.

Delegates argued for weeks during the heat of summer. Madison continued to support the Virginia Plan. He believed that it was more important to reach an agreement that satisfied everyone. He led the discussions that tried to find a way for states to share power.

### QUICK CHECK

**Draw Conclusions** Why did Madison believe that creating a new plan for government would be difficult?

A black and white photograph of the interior of the meeting room in Independence Hall. The room is filled with long wooden tables and chairs, arranged for a large group of people. There are several windows with multiple panes, and a large fireplace with a decorative mantel in the background. The room appears to be a formal assembly space.

Delegates met in this room to argue about the new plan for government. James Madison later wrote, “Every word of the Constitution decides a question between power and liberty.”

## D IMPORTANT COMPROMISES

After months of disagreement, Roger Sherman, a delegate from the small state of Connecticut, introduced a plan that solved the biggest problem facing the convention.

### States Share Power

Under Sherman's plan, the legislature would have a House of Representatives, with the number of representatives based on a state's population. That pleased large states. In the Senate, each state would have two Senators. That pleased small states.

Under Sherman's plan, representatives would serve two years and be elected directly by the people. Senators would serve six-year terms and be chosen by state legislatures. A law would pass only when both houses approved it. Sherman's plan became known as the Great Compromise. Years later, laws changed to allow the people to elect Senators directly.

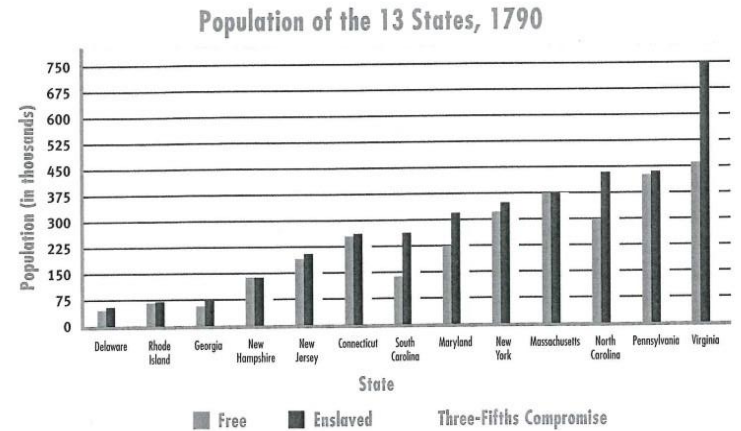
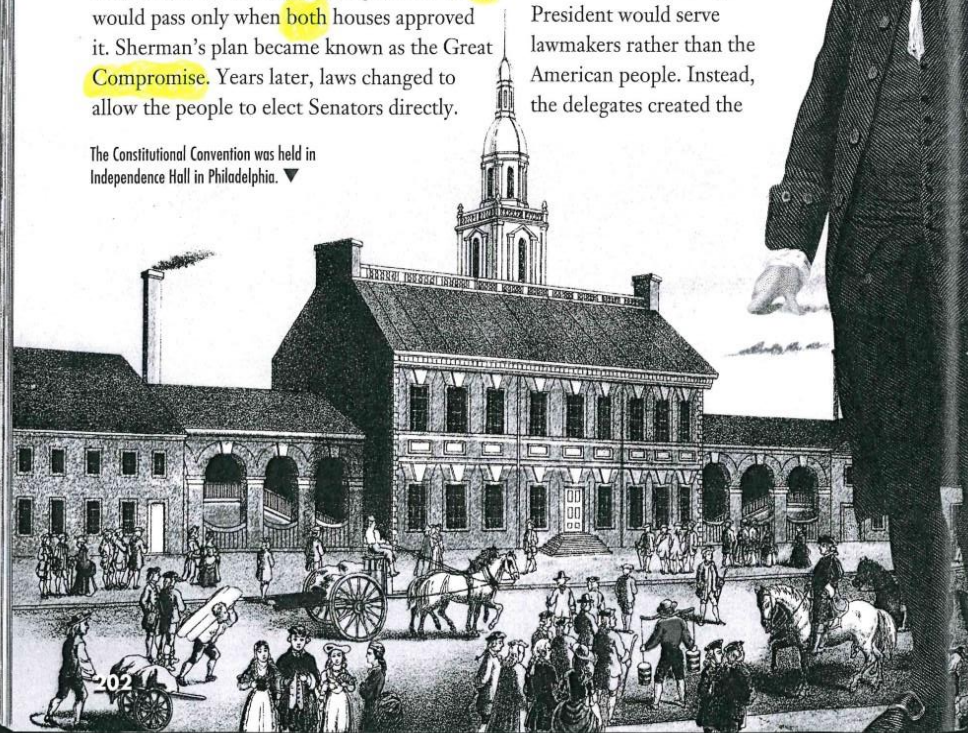
The Constitutional Convention was held in Independence Hall in Philadelphia. ▼

### The Issue of Slavery

Almost half the delegates at the convention owned enslaved workers. These delegates wanted the workers to count as part of the population. Many delegates disagreed—thinking that would give too much power to states with enslaved people. So delegates reached the Three-Fifths Compromise. Every five enslaved people counted as three free people.

### A Plan for Voting

Delegates wanted the United States to have a President. If Congress made the choice, as Madison suggested, the President would serve lawmakers rather than the American people. Instead, the delegates created the



Electoral College. In the Electoral College, the number of electoral votes for each state was based on the number of its Congressional representatives. The electoral votes would then be cast for the candidate chosen by the people in their states.

### The Signing

Finally, after nearly four months, the 39 delegates signed the Constitution on September 17, 1787. It had been a struggle to reach an agreement. In the end, with Madison leading the way, they created the United States Constitution. Today, James Madison is known as the “Father of the Constitution.”

### QUICK CHECK

**Draw Conclusions** Why is James Madison called the “Father of the Constitution”?

◀ Roger Sherman of Connecticut offered a plan for sharing power between large and small states.

## Check Understanding



**1. VOCABULARY** Describe the problems of the early government using these terms.

Articles of Confederation  
legislature

**2. READING SKILL Draw Conclusions** Use the chart from page 196 to explain why delegates opposed Madison's idea for electing the President.

Text Class	Conclusion

**3. Write About It** Explain how the Constitution helped large and small states grow together as a nation.



## Lesson 2

### VOCABULARY

- federal system p. 205
- Supreme Court p. 205
- ratify p. 208
- bill of rights p. 208
- amendment p. 209

### READING SKILL

#### Draw Conclusions

Copy the chart below. Use it to draw conclusions about the United States Constitution.

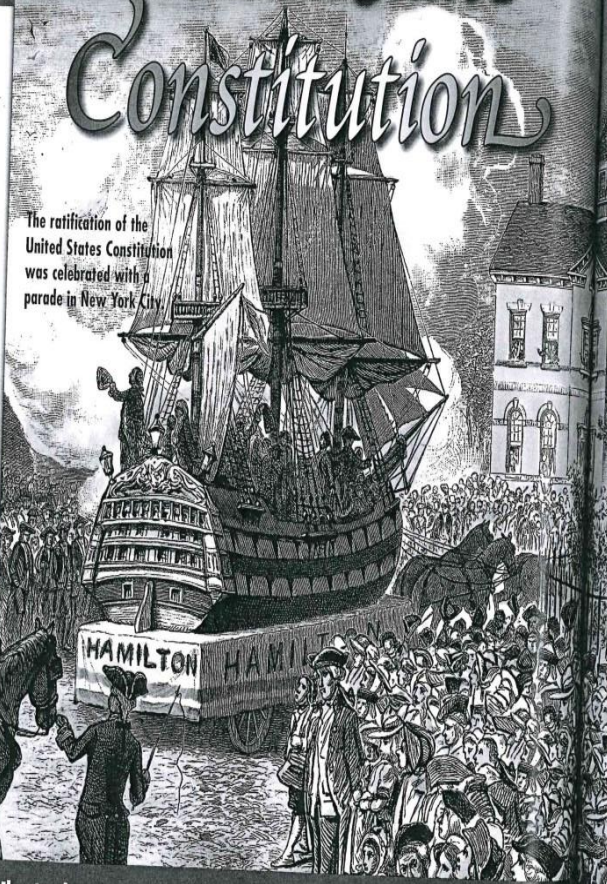
Text Clues	Conclusion

### INDIANA ACADEMIC STANDARDS

5.1.9, 5.1.10, 5.1.14, 5.1.15, 5.1.16, 5.2.1, 5.2.4, 5.2.5, 5.2.7, 5.2.9

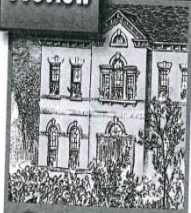
# United States Constitution

The ratification of the United States Constitution was celebrated with a parade in New York City.



### Visual Preview

Why is the Constitution a powerful document?



**A** State and national governments share power under the Constitution.



**B** The Constitution has a system of checks and balances for sharing power.



**C** Anti-federalists wanted a bill of rights before they would ratify the Constitution.



**D** Advisors worked with George Washington, the first President.

## A POWER OF GOVERNMENT

The first **three** words of the United States **Constitution** explain a great deal about the government of the United States.

These words are: "**We the People** . . ."

The delegates to the Constitutional Convention agreed that both **state** and **national** governments should share powers. This is known as a **federal system**. Under a federal system, national and state **governments** both make **laws** and collect **taxes**. State governments, however, control local matters, such as **police services** and public **education**.

After the Preamble, which you can read on this page, the Constitution is divided into separate parts called **articles**. The first three articles explain how the United States government is organized.

Article 1 establishes a legislature, called **Congress**, made up of a **Senate** and a House of **Representatives**. This branch has the power to make laws. Article 2 creates the office of the **President**, the leader of the Executive Branch, to enforce the laws. Article 3 establishes a **Supreme Court**. The **Supreme Court** is the highest court in the United States. It has the power to decide whether any laws work against the Constitution.

### QUICK CHECK

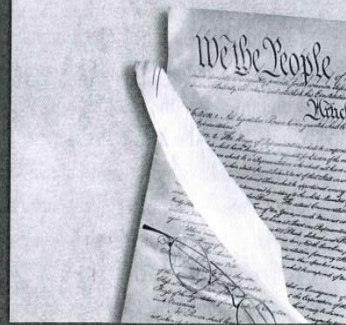
**Draw Conclusions** Why did delegates want state and national governments to share power?

## Primary Sources

We the People of the United States, in Order to form a more perfect Union, establish Justice, insure **domestic Tranquility**, 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.

Preamble to the Constitution of the United States approved by the states in 1788

**domestic tranquility** peace within the country  
**posterity** future generations  
**ordain** make legal



**Write About It** Rewrite the Preamble after "We the People" in your own words.

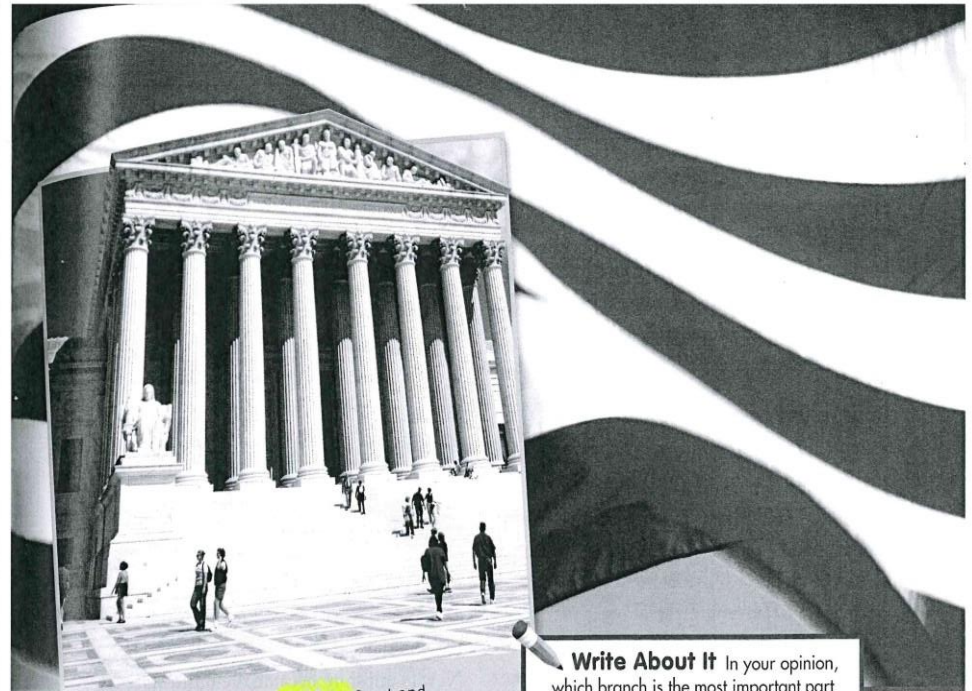
# Checks and Balances



- 1 LEGISLATIVE BRANCH** Congress (elected)  
• Passes laws • Approves spending and taxes  
• Can override vetoes



- 2 EXECUTIVE BRANCH** President (elected)  
• Enforces laws • Commander-in-Chief of military  
• Signs or vetoes laws



- 3 JUDICIAL BRANCH** Supreme Court and federal courts (appointed)  
• Decides Constitutional questions about laws

**Write About It** In your opinion, which branch is the most important part of government? Explain.

## B BALANCE OF POWER

Many delegates to the Constitutional Convention had fought in the American Revolution to free the colonies from King George III and the British Parliament. They wanted to make certain that no branch of the United States government could become as powerful as the king or British lawmakers. That is why they created a system of government under the Constitution that gave each branch the power to check, or stop, the work of another branch.

### Checks and Balances

The system of keeping one branch from gaining too much power is known as checks and balances. In the legislative branch, there are checks between the two houses. Congress can pass legislation only if both the House of Representatives and the Senate pass exactly the same measure.

There are checks between branches as well. For a measure to become law, the President must sign it. The President is also allowed to

veto, or reject, a law. Congress can override, or cancel, the President's veto with a two-thirds vote in each house.

In the judicial branch, the Supreme Court has the power to declare a law unconstitutional. This power, known as judicial review, was first used in the case of *Marbury v. Madison* in 1803.

The powers of the three branches of government are also balanced. Under the Constitution, no branch can take the powers given to another branch. The President cannot decide whether laws are constitutional.

Congress cannot enforce laws. The Supreme Court cannot make laws. Some delegates complained that the new Constitution created too strong a plan for government. But James Madison defended the system of checks and balances. He wrote:

“If men were angels, no government would be necessary.”

### QUICK CHECK

**Draw Conclusions** Why did delegates believe that power should be shared among the three branches?

## © STEPS TO APPROVAL

At least nine of the thirteen states had to ratify, or officially approve, the Constitution. Supporters of the Constitution called themselves Federalists. Those opposing the Constitution, the Anti-federalists, wanted a more limited plan for federal government, such as that created by the Articles of Confederation.

### Debate Over the Constitution

Federalists took steps to explain the advantages of the new Constitution. Their explanations appeared in a series of 85 newspaper essays written by Alexander Hamilton, James Madison, and John Jay. These essays are now known as *The Federalist Papers*.

Anti-federalists also spoke out. In Virginia, George Mason, who had been a delegate at the Philadelphia convention, wrote:

“There is no declaration of any kind, for preserving the liberty of the press, or the trial by jury . . . .”

Mason and many others agreed that the Constitution needed a bill of rights. This was a statement of the liberties guaranteed by the government to the people. Many state constitutions already had a bill of rights. For that reason, Madison and Hamilton argued that a bill of rights was not necessary in the United States Constitution.

### Ratification

In June 1788 the Constitution officially became the law of the United States when New Hampshire became the ninth state to ratify it. Two of the largest states, Virginia and New York, had strong groups of Anti-

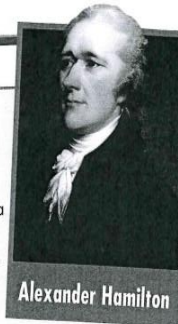
## ∞ Bill of Rights ∞

### First Ten Amendments

<b>First</b>	People have freedom of religion, freedom of speech, freedom of the press; the right to assemble peacefully; the right to complain about government	<b>Sixth</b>	Guarantees the right to trial by jury and a lawyer in criminal cases
<b>Second</b>	People have the right to own and use firearms	<b>Seventh</b>	Guarantees the right to trial by jury in civil cases
<b>Third</b>	Prevents the government from forcing people to house soldiers during peacetime	<b>Eighth</b>	Prohibits high bail, fines, and cruel or unusual punishment
<b>Fourth</b>	People cannot be searched or have property taken without reason	<b>Ninth</b>	The rights of the people are not limited to those in the Constitution
<b>Fifth</b>	Protects people who are accused of crimes	<b>Tenth</b>	Powers not given to the federal government belong to the states or to the people

## PEOPLE

**Alexander Hamilton** was a key figure in the founding of the United States. He was a Patriot officer in the Revolution as a teenager. After the war, he became a strong Federalist. Hamilton became the first Secretary of the Treasury under George Washington.



Alexander Hamilton

federalists who fought against ratification. They demanded that the Constitution spell out clearly the rights of the people. A nation that had won independence from a king would never approve a plan that did not guarantee their liberties, said the Anti-federalists. Federalists such as Virginia's Madison and New York's Hamilton believed that without ratification by large states, the Constitution, and the federal government, would be weak.

### Adding the Bill of Rights

To win ratification by the large states, Madison agreed to submit a bill of rights to Congress for approval. He promised

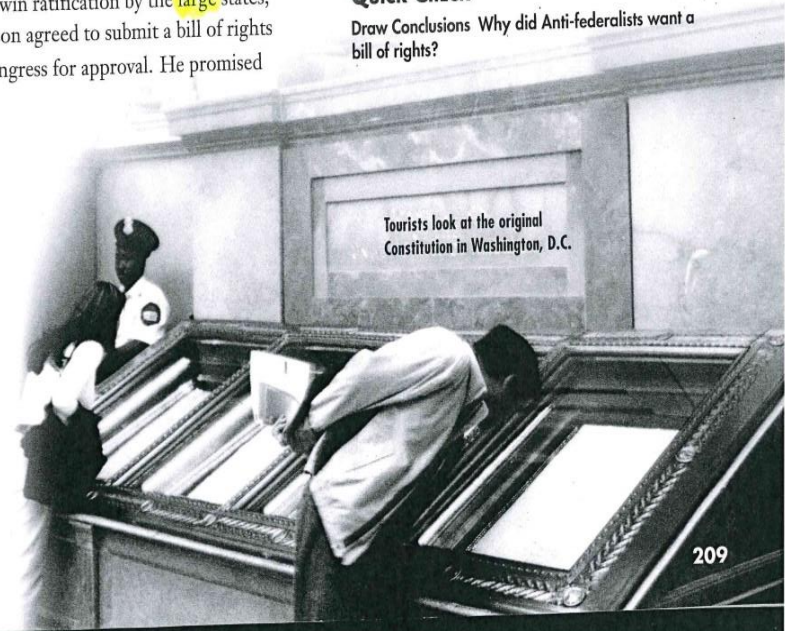
Anti-federalists that he would work to get the bill of rights approved if they voted to ratify the Constitution. Madison kept his promise. In June 1789 he asked the House of Representatives to add a bill of rights to the Constitution. Changes to the Constitution are known as amendments. One of the first acts of the first Congress was to pass the ten amendments known as the Bill of Rights. By 1790 all of the original 13 states had ratified the Constitution.

### Changing the Constitution

Since 1790 the Constitution has had 17 other amendments added to it. To become part of the Constitution, an amendment must be approved by two-thirds of the House and Senate and then by three-fourths of the states. An amendment can also be considered if two-thirds of the states ask Congress to meet in a special session.

### QUICK CHECK

**Draw Conclusions** Why did Anti-federalists want a bill of rights?



Tourists look at the original Constitution in Washington, D.C.

## D THE FIRST PRESIDENT

Many men and women had given their lives for liberty. Many others had done the hard work of creating a new plan of government. When it came time to elect the first President, however, there was only one choice. He had been called “The Father of the Country” by many. For once, all Americans agreed that the new nation under the new Constitution should be led by one man: George Washington.

George Washington took the oath of office as the first President in New York City.

### President’s Advisers

To help the President run the Executive Branch of the government, Congress created the departments of treasury, state, and war. An official called a secretary headed each office. The Secretary of the Treasury, Alexander Hamilton, formed a plan for the economy. The Secretary of State, Thomas Jefferson, handled affairs with other countries. The Secretary of War, Henry Knox, took charge of the country’s defense. These advisers became known as the President’s cabinet. Washington chose John Jay as the first Chief Justice, or head judge, of the U.S. Supreme Court.



In 1797 Washington returned to Mount Vernon, his plantation in Virginia, after serving two terms as President. He died two years later. Henry Lee, a representative from Virginia, expressed the feelings of many Americans when he said Washington was:

“first in war, first in peace, and first in the hearts of his countrymen.”

### QUICK CHECK

**Draw Conclusions** Why did Lee say Washington was first in the hearts of his countrymen?



◀ Benjamin Banneker laid out the streets of Washington, D.C.

### A New Capital

- In 1790 government leaders decided that the capital would be moved to land along the Potomac River. Maryland and Virginia both gave land to form a new area called the District of Columbia.
- President Washington appointed Benjamin Banneker to lay out the streets of the new capital. Banneker was one of the first African Americans to work for the federal government.

### Check Understanding



**1. VOCABULARY** Write a paragraph about the United States Constitution using these terms.  
federal system      amendment  
Bill of Rights

**2. READING SKILL Draw Conclusions** Use the chart from page 204 to write a paragraph about James Madison.

Text Clues	Conclusions

**3. Write About It** Write about how the Bill of Rights helped to shape American society.

