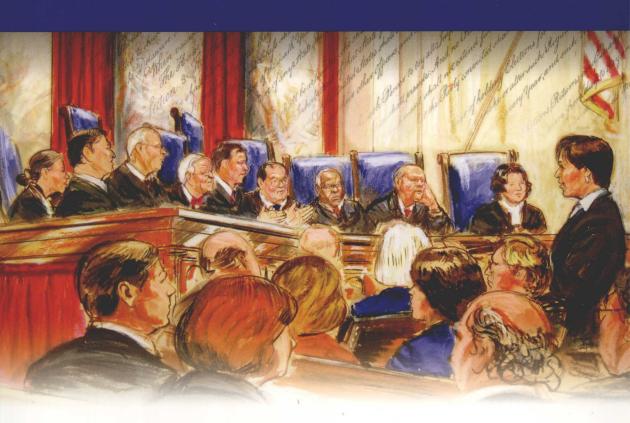
Constitutional Law and American Democracy

Cases and Readings



Corey Brettschneider



ASPEN COLLEGE SERIES

CONSTITUTIONAL LAW AND AMERICAN DEMOCRACY

Cases and Readings

COREY BRETTSCHNEIDER



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Printed in the United States of America.

1234567890

ISBN 978-0-7355-7982-8

Library of Congress Cataloging-in-Publication Data

Brettschneider, Corey Lang.

Constitutional law and American democracy: cases and readings / Corey L. Brettschneider.

p. cm. — (Aspen College Series) Includes index. ISBN 978-0-7355-7982-8

1. Constitutional law — United States. 2. Casebooks I. Title. KF4550.B725 2011

342.73 - dc23

2011046345



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For my father, Eric Brettschneider, who brought me to my first law class at age 6.

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Brettschneider received a Ph.D. in Politics from Princeton University and a J.D. from Stanford University. He is the author of *Value Democracy: Promoting Equality and Protecting Rights* (Princeton University Press, 2012) and *Democratic Rights: The Substance of Self-Government* (Princeton University Press, 2007). His articles have appeared in top journals. They include "The Politics of the Personal: A Liberal Approach," in *American Political Science Review* (2007), "A Transformative Theory of Religious Freedom," in *Political Theory* (2010), and "When the State Speaks, What Should It Say? Democratic Persuasion and the Freedom of Expression," in *Perspectives on Politics* (2011).

PREFACE

Perhaps no other area of study brings together as many exciting and controversial issues as the study of constitutional law. The most hotly contested topics in our polity—from abortion rights to affirmative action to war—are found in the various areas that make up this field. But in addition to being contemporary, the topic is also by its nature historical. These contemporary topics are viewed through the lens of a document written in the eighteenth century. Thus, the study of constitutional law presents a major challenge: How can a document written so early in American history govern questions that those who wrote it could never have fathomed?

As we will see throughout this text, the question of how to interpret the Constitution, and how to apply it to today's issues, is itself contested. Debates rage among "originalists" devoted to the original meaning of the Constitution, "pragmatists" committed to future-oriented policy decisions, "proceduralists" concerned to see the document as reinforcing democracy, and those who advocate a "moral reading" of the Constitution, who emphasize the need to decide constitutional questions based on the document's underlying moral principles. Rather than shying away from the controversies at the heart of constitutional law, and the related debates among citizens and academics about these issues, this book is compiled with the aim of introducing you to the terrain of these debates. Through landmark and contemporary cases as well as through other seminal readings, historical writings, and commentary by leading scholars, you will learn how to think about the most complex and important legal challenges in our nation.

In addition to presenting some of the most important cases in American history, this book emphasizes readings that place these cases in the context of wider normative and historical debates, with the hope that it can be taught both in constitutional law classes and in those that seek to combine political theory and philosophy with a study of American political development and of the Supreme Court. The approach is designed to teach you the contours of the legal debates in the area of constitutional law. But as I see it, the role of teaching constitutional law is not primarily to train future litigators—although some of you might choose that path. It is rather to give you an understanding of the Constitution itself, the primary ways in which it has been interpreted by our

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political institutions, and the ways you can connect your own views on these subjects with distinctly legal questions. You will thus not only come away from this book with an understanding of the positions of the Supreme Court and of major scholars on a host of issues, but you will also have become constitutional interpreters yourselves.

Corey Brettschneider
Brown University
November 2011

ACKNOWLEDGMENTS

I began this project several years ago to create a casebook that teaches constitutional doctrine by tying it to fundamental themes from constitutional theory, political theory, political science, and the study of democracy. My aim was to write a book informed by the way many scholars teach constitutional law, and one that reflects the wide research interests of those who work in the subject.

I am grateful to the many students who have taken my courses at Brown University. The book grows out of what was originally my civil liberties course, later expanded to include a discussion of governmental powers. When I first came to Brown I worked with students to create a course that had the right balance between cases and readings on larger themes related to the U.S. Constitution. As I developed drafts of the book, I began teaching it. My students' feedback over the last three years has been fundamental in shaping the final product.

I am most indebted to the outstanding and inspiring team of Brown undergraduates who worked as research assistants on the project and who made its completion possible. They made working on the book a pleasure, and they were often the ones teaching me. Tobin Marcus provided invaluable support at the proposal stage. David McNamee and Manuel Possolo worked closely with me on all aspects of the book's first draft. Together we finalized the outline, selecting the readings and cases. David and Manuel helped to find the right tone and approach in the commentaries. They also created the charts and figures in Chapters 1 and 2 that give the theoretical frame of the entire project. Tobin, David, and Manuel have already achieved terrific success at top law and PhD programs, working in positions of responsibility for the federal government. Brittany Harwood also provided invaluable support on the first draft.

The second and final drafts saw another impressive team of Research Assistants: Jasleen Salwan, Andrea Matthews, and Anthony Badami helped add readings, rewrite much of the commentary, and respond to excellent suggestions from reviewers. This team was essential to finishing the book, and it was a pleasure to work with them. Jasleen in particular provided a heroic and efficient effort as the manuscript reached the final stages. Her work on the accompanying products, especially the instructor's manual, shows that she is already a brilliant teacher.

I thank not only my students, but also my teachers who introduced me to the subject of constitutional law. At Princeton, Amy Gutmann, George Kateb, Stephen Macedo, and Robert George taught me early on that political theorists have an obligation to engage with constitutional issues and have a valuable contribution to make in understanding the most important document of our government. I will always be grateful to these teachers, and I deeply appreciate their continued friendship and mentorship. At Stanford Law, Lawrence Lessig was an ideal mentor who showed me how to be rigorous yet creative in thinking about doctrine. I thank him too for his continued support of my research and career. Kathleen Sullivan taught what might be the most perfect first-year constitutional law course in existence. Tom Grey supervised my independent work and provided a model of how to integrate legal theory and constitutional law.

It is also a pleasure to thank my terrific colleagues who enthusiastically supported this project from the start. James Morone, John Tomasi, Sharon Krause, David Estlund, and Charles Larmore are an extraordinarily collegial group working across the boundaries of philosophy and political science. I have been happy to build the political theory program at Brown with them. Estlund and I taught a Harvard Law course in 2009 on "Democratic Theory and the Law," related to the materials in this book. I learned an immense amount from him and from our students in the course. Their insights are reflected in Chapters 5 and 6.

As I completed the final draft of this book I was fortunate to have two friends and colleagues who are also world-class constitutional law scholars help me to hone my presentation. Steve Calabresi has been an amazing colleague while visiting here at Brown. He provided invaluable assistance on Chapter 4. Gordon Silverstein, who was a fellow during our year at Princeton, worked with me to improve Chapter 3. He encouraged me to add more cases and provided assistance in creating better commentary. Together these two scholars made Part II on constitutional powers much better than it would have been.

I am indebted to the people at Aspen who made this book possible. In particular I would like to thank Carol McGeehan at Aspen for encouraging me to pursue this project, and Susan Boulanger for terrific editing work.

I thank the members of my family who talked with me about and supported this project, Allison Brettschneider, Sophie Helen Brettschneider, Susan Brettschneider, Kim Brettschneider, Jeanne Rostaing, Robert Klopfer, Patrick Heppell, John Weisz, and Jenny Weisz. Jenny provided helpful commentary on Chapter 7, drawing from her own legal background. I dedicate this book to my father, Eric Brettschneider, who began talking to me about the issues here when I first learned to speak in sentences. He was attending law school at the time, and was a terrific enough father to convince me at age six that I too was a student in his class.

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Acknowledgments

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INTRODUCTION TO CONSTITUTIONAL LAW AND AMERICAN DEMOCRACY

In the United States, it is no longer contested that the Supreme Court has the power to strike down laws passed by Congress, the states, or municipalities that violate the Constitution. And while the Court operates under strict majoritarian rule—it takes only five of the nine justices to make these momentous decisions—the Court itself uses this power of judicial review to block and reverse the preferences of a national majority expressed through their elected representatives. This raises obvious questions: Why? Should the Supreme Court have this power? If so, how should it be exercised? These questions seem particularly puzzling in a democracy. Many Americans believe that they live in a system of self-government, in which majorities have a say in making law. Why, then, should such a small number of people be entitled to pass judgment on the preferences and will of hundreds of millions?

One answer to these questions appeals to the text of the Constitution itself. The justices, we might think, have the power to strike down legislation not in order to impose their own beliefs about policy, but rather as a means to enforce the document's requirements. The power of "judicial review," then, might be thought to stem from the Constitution's inherent supremacy over other governmental actions. Indeed, Article VI of the Constitution tells us that "this Constitution, and the Laws of the United States which shall be made in Pursuance thereof . . . shall be the supreme Law of the Land."

The claim that the Constitution is supreme, however, only raises a deeper question that will be at the heart of our inquiry into constitutional law in this book. Namely, although the Constitution is at times clear in its meaning, it is often ambiguous. In some places, it is hard to imagine much disagreement about its terms. For example, no one could argue that someone 22 years of age is eligible to be elected President of the United States. Article II, Section 1 of the Constitution explicitly states that the office excludes any "person . . . who shall not have attained to the Age of thirty five." Similarly, the Constitution is clear that "The Senate of the United States shall be composed of two Senators from each State." In contrast, consider whether the Eighth Amendment's prohibition of "cruel and unusual punishment" forbids the use of the electric chair in executions. What

is "cruel"? What is "unusual"? According to whom? The Eighth Amendment does not set up a clear rule; rather, it creates a standard that must be subject to interpretation. Indeed, at points in American history, some have claimed that the death penalty constitutes "cruel and unusual" punishment. Others have disagreed, suggesting that because capital punishment is explicitly referenced in the Constitution, it cannot be prohibited by the document.

A course that merely focused on the least ambiguous provisions of the Constitution would not be very interesting. You would merely be asked obvious questions, such as the one I asked about the 22-year-old candidate for president, and would reach obvious conclusions. But fortunately, the bulk of constitutional inquiry that makes up the body of constitutional law, and that we will pursue here, is fraught with disagreement and contains some of the most interesting debates in American history. Indeed, in the United States, many of the issues discussed at our dinner tables and in our newspapers are "constitutionalized." The issues of abortion, the right to die, and the freedom of speech are among those that gain the most attention in our society. The Supreme Court, by limiting laws within these domains, has entered into the fray. Far from shying from controversy in this book, we will dive right into it.

Specifically, we will concern ourselves with two purposes. First, we will examine what the Supreme Court has said about a host of controversies. Second, rather than merely learn what the Court has said and done, we will challenge its conclusions and reasoning, taking on the task of constitutional interpretation ourselves.

Structure of the Book

Part I: Foundations

We begin the book with an inquiry into the foundations of judicial review. We ask first, in Chapter 1, why the Court should have the authority to strike down legislation passed by majoritarian institutions. Specifically, the chapter asks whether the reasoning in favor of this practice is sound through an examination of case law and commentary. We also examine the origin of the Court's power of judicial review, which is never explicitly granted by the Constitution. We proceed in Chapter 2 to tackle a variety of accounts that explain how the Court ought to interpret the Constitution if it does have the power of judicial review. As we will see in this chapter, just as some of the provisions of the document are ambiguous, so too there is great controversy over the way to read those provisions.

Part II: Powers

In the next part of the book, we move on to the question of which powers the particular branches of the government are afforded by the Constitution. Here, we will pivot from the question of judicial authority to questions about the powers and limits of the legislative and executive branches. To what extent can these

branches make law, and enforce it? What should be done when conflicts emerge between the branches? In addition to these questions of "separation of powers," or more precisely, "conflicts of powers," we will examine the relationship between the federal government and the states. Where does the power of the states end and the power of the federal government begin?

Part III: Liberty

In the third part of the book, we move from questions of powers to questions of rights. In addition to establishing the various powers of government in its three branches, the Constitution guarantees individual rights. This part of the book will examine what these rights are and also will enable you to think for yourselves about what guarantees are provided by the Constitution. We begin with the Free Speech Clause of the First Amendment. Is the protection of free speech only a protection of political speech? Or does it extend to obscene materials as well? We move on in this section to consider religious protections afforded by two clauses in the First Amendment—the right to "free exercise of religion" and the prohibition against any "establishment of religion" by the government. Finally, we consider whether the Fourteenth Amendment of the Constitution establishes fundamental rights not explicitly enumerated by the Constitution, such as the right to privacy. The Court has protected some of these rights under the doctrine of "substantive due process." As we will see in this final section, such an inquiry takes us broadly into the areas of procreation, abortion, and the right to die.

Part IV: Equality

Whereas the first three parts of this book draw on a variety of provisions of the Constitution in carving out particular themes, the final section looks only at the Fourteenth Amendment, which guarantees citizens "equal protection of the laws." Here we will inquire into what kind of equality is protected by the Constitution. We will ask under what circumstances, if any, it is fair for laws to treat people differently on the basis of race, gender, or sexual orientation. We will also investigate the extent to which ideas of fairness bear upon our understanding of equal protection in these same areas.

Our inquiry, then, begins with two foundational problems in constitutional law—that concerning judicial authority, and that concerning constitutional interpretation. As is the case throughout this book, we are guided here both by the opinions of the Supreme Court and by the most important writers thinking about these issues.

How to Read and Brief a Case

It is important for you to note that there is a specific way to read, or to decode, the cases to follow. Namely, it will be helpful, especially in the first few cases that you read, to create a "case outline" or "brief." It is essential that this be done in a particular way to ensure that you have understood the case. I will include