To the Teacher

The United States Government: Democracy In Action Chapter Summaries booklet provides teachers with flexibility in planning the study of government. Each summary condenses the information in the relevant chapter so that teachers may use abbreviated versions of some chapters when lack of time makes that necessary. Each summary is accompanied by a student activity page.
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Customize Your Resources
No matter how you organize your teaching resources, Glencoe has what you need.

The Teacher’s Classroom Resources for *United States Government: Democracy In Action* provides you with a wide variety of supplemental materials to enhance the classroom experience. These resources appear as individual booklets in a carryall tote box. The booklets are designed to open flat so that pages can be easily photocopied without removing them from their booklet. However, if you choose to create separate files, the pages are perforated for easy removal. You may customize these materials using our file folders or tabbed dividers.

The individual booklets and the file management kit supplied in Teacher’s Classroom Resources give you the flexibility to organize these resources in a combination that best suits your teaching style. Below are several alternatives:

- Organize all resources by category
  (all tests, all enrichment and extension activities, all cooperative learning activities, etc., filed separately)
- Organize all resources by category and chapter
  (all Chapter 1 activities, all Chapter 1 tests, etc.)
- Organize resources sequentially by lesson
  (activities, quizzes, readings, etc., for Chapter 1, Chapter 2, and so on)
**People and Government**

**PRINCIPLES OF GOVERNMENT**

To students of government, the terms *state* and *country* have the same meaning. A state is a political community with definite boundaries and an independent government.

We call the main political divisions within our country states, because when the colonies declared their independence, they thought of themselves as 13 separate countries. They later joined as one country but still referred to themselves as “states.” Technically, the word *nation* refers to a group of people united by culture. However, we will use the terms *nation*, *state*, and *country* interchangeably.

<table>
<thead>
<tr>
<th>FOUR ESSENTIAL FEATURES OF STATES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
</tr>
<tr>
<td>Territory</td>
</tr>
<tr>
<td>Sovereignty</td>
</tr>
<tr>
<td>Government</td>
</tr>
</tbody>
</table>

Government serves several major purposes for the state:

- It maintains social order by making laws and punishing individuals who break those laws.
- It provides essential public services that promote the general welfare of the people.
- It handles relations with other nations and protects citizens from attack.
- It makes decisions that influence the nation’s economy.

**THE FORMATION OF GOVERNMENTS**

Most large countries have several levels of government. In a unitary system, a central or national government has supreme power. It has the power to create lower levels to govern smaller units and may give those agencies limited authority. In a federal system, the central and regional governments share powers. The United States Constitution created a federal system.

A constitution is a plan of government. Written constitutions express national ideals in a preamble stating the goals and purposes of the government. The main body of the document describes the basic structure of the government and defines its powers and duties. To be constitutional, a government must accept that its powers are clearly limited by the constitution.

Politics, the effort to control or influence government conduct and policies, provides a peaceful way for society to manage conflict and competition.
Chapter 1 Summary continued

Types of Government

Aristotle, an ancient Greek philosopher, identified three types of governments:

- autocracy, or rule by one person
- oligarchy, or rule by a few people
- democracy, or rule by many people

The key idea of democracy is that the people have sovereign power. In a direct democracy, people vote on every issue. Many nations rely on indirect, or representative democracy, in which the people elect representatives to whom they delegate the power to govern. The United States is a republic, a representative democracy in which the people, who hold sovereign power, elect lawmakers and a head of state.

Democracy seems to flourish in countries without extremes of wealth and poverty and with a large middle class. The opportunity to control one’s own economic destiny provides a basis for making independent political decisions. In the United States, this concept is called free enterprise. Stable, growing economies support democracy. Dictators may topple democratic governments during an economic depression. Democracy and education seem to be interrelated. An educated public makes wiser political decisions. Democracy needs a civil society, a network of voluntary associations to help people express their views. Democracy prospers where the social consensus is that individual liberty is valuable.

Democracy has four characteristics:

- It promotes individual liberty, or equal opportunity for all people.
- It is based on majority rule with minority rights.
- It requires elections in which candidates can express their views freely, voting requirements are few and nondiscriminatory, and each person’s vote is equal and cast by secret ballot.
- It allows competing political parties, with different approaches to issues, to give voters a choice.

Economic Theories

Economics is the study of human efforts to satisfy seemingly unlimited wants with limited resources. The world’s three major economic systems are capitalism, socialism, and communism.

Capitalism has five characteristics:

- private ownership of property and resources
- free enterprise
- business competition
- freedom of choice
- the possibility of profits

Buyers and sellers have unlimited freedom to make economic decisions in a free market. The government adopts a laissez-faire (“to let alone”) policy.

No nation has a pure capitalist system. The United States is a mixed-market economy, one in which free enterprise, or capitalist practices, are combined with and supported by government influences.

Under socialism, the government owns the means of production and makes economic decisions.

Socialism has three goals:

- public ownership of the basic means of production
- government control over key economic policies
- equal distribution of wealth

Socialists believe that workers should share equally in the benefits of production. Opponents say that socialism stifles individual initiative and hinders economic growth through high taxes.

Communism holds that history is a struggle between two classes. The bourgeoisie own the means of production and use their economic power to oppress the proletariat, or workers. This struggle must end in violent revolution, after which government owns the means of production and distribution. In time one class will evolve, property will be held in common, and there will be no need for government. In Communist systems, as they exist today, all decisions are made at the upper levels of government.
**People and Government**

**DIRECTIONS** In the blank to the left of each term, write the letter of the statement that most closely matches it from the box below.

1. **sovereignty**
2. **federal system**
3. **constitution**
4. **politics**
5. **laissez-faire policy**
6. **representative democracy**
7. **social consensus**
8. **mixed-market economy**

- A. In this political system, people delegate to elected officials the power to govern.
- B. This term describes a written or unwritten plan of government.
- C. This economic system combines free enterprise with government regulation.
- D. This term describes the effort to control or influence government conduct and policies.
- E. In this political system the national government and regional governments share powers.
- F. This term refers to the general agreement among most people about values.
- G. This term refers to a state’s authority to conduct internal affairs without seeking approval from other nations.
- H. The government does nothing to interfere with the economy.

**Organizing Information** Examine the following diagram and study the list of characteristics associated with capitalism and socialism. Write each phrase in the appropriate space in the diagram.

<table>
<thead>
<tr>
<th>CAPITALISM</th>
<th>How Different</th>
<th>SOCIALISM</th>
</tr>
</thead>
<tbody>
<tr>
<td>Property</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Resources</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Economic Decisions</td>
<td>How Different</td>
<td>government control of key economic decisions</td>
</tr>
<tr>
<td>Monetary Rewards</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

- public ownership of property
- private ownership of resources
- freedom of choice
- public ownership of resources
- equal distribution of wealth
- government control of key economic decisions
- private ownership of property
- possibility of profits
The Origins of American Government

**THE COLONIAL PERIOD**

English colonists who settled in America in the 1600s brought along two important political concepts: limited government and representative government. The Magna Carta and the English Bill of Rights had established limited government. British colonists believed that their monarch ruled by their consent. They could not be deprived of life, liberty, or property, except according to law.

Each colony in North America set up a representative government, elected by the people. However, only white men who owned property could vote. Though flawed, these governments set precedents:

- a written constitution that guarantees basic rights and limits government powers,
- an elected legislature,
- the separation of powers between the executive (governor) and the legislature.

**UNITING FOR INDEPENDENCE**

Cordial relations between Great Britain and the colonies changed after 1763. War had ended the French threat to the colonies but had left Britain deeply in debt. The king expected the colonists to help repay that debt. Angry colonists protested Parliament’s new taxes by boycotting British goods. In 1773 colonists dumped a shipload of tea into Boston harbor in protest. Parliament then passed laws to punish Boston. Furious colonists called these laws the Intolerable Acts.

The Intolerable Acts united the colonists against British authority. In 1765, nine colonies met in New York at the Stamp Act Congress—the first formal meeting to protest King George III’s actions. A new sense of community prompted 12 colonies to send delegates to the First Continental Congress in 1774. Those delegates agreed to prohibit trade with Great Britain and to meet again in May 1775. By the time the Second Continental Congress met, the first battles of the Revolutionary War had been fought.

As hostilities escalated, an independence movement took root, and on July 4, 1776, the delegates approved the Declaration of Independence drafted by Thomas Jefferson. The Declaration has three parts:

- The preamble includes a statement of purpose and a description of basic human rights.
- The main body lists 27 grievances—specific ways in which the colonists believed that the king had violated their political liberties.
- The conclusion states the colonists’ determination to separate from Great Britain.

Delegates to the Continental Congress signed the Declaration of Independence as representatives of individual states. Each state drafted its own constitution recognizing the people as the source of government and limiting government powers. Most of the new constitutions contained bills of rights.

**THE ARTICLES OF CONFEDERATION**

In 1781 the states set up a league of friendship, under the Articles of Confederation, which gave each state one vote in a congress that made laws and settled disputes. The Articles, however, had major flaws:

- Congress could not levy taxes or regulate trade.
- Congress could not compel a state to obey its decisions; there was no executive to enforce its laws.

(continued)
THE ARTICLES OF CONFEDERATION (continued)

- Amending, or changing the Articles, required the consent of every state, and unanimous agreement on any issue did not exist.

Weaknesses of the Articles led to severe problems. States quarreled over boundaries and interstate commerce. The central government could not pay its debts. An economic depression led to a farmers’ revolt. The resulting unrest frightened American leaders, so Congress authorized a convention of the states in 1787 for the purpose of “revising the Articles of Confederation.”

THE CONSTITUTIONAL CONVENTION

Delegates from 12 states attended the Constitutional Convention. All favored limited and representative government, separation of powers among legislative, executive, and judicial branches, and a stronger national government.

Their mandate was to revise the Articles, but the delegates soon abandoned that charter to write a new constitution. They first considered the Virginia Plan, which had three components:

- a two-chamber legislature with the power to declare state laws unconstitutional
- a strong executive chosen by the legislature
- a national judiciary chosen by the legislature

This plan, in modified form, eventually became the basis for the Constitution. The small states, fearing domination by the large states, introduced the New Jersey Plan. It retained the one-chamber, one-vote-per-state legislature but gave it the power to tax and regulate trade. The plan also created a weak executive and national courts with limited powers. The delegates rejected those ideas and returned to considering Virginia’s plan.

The Convention deadlocked over representation. Large states favored representation based on population, while the small states wanted equal representation regardless of population. The Connecticut Compromise broke the stalemate. It called for a Senate with two members from each state and a House of Representatives, with representation based on population. All revenue laws—those concerning spending and taxing—would originate in the House.

Debates over slavery and commerce led to more compromise. Southern states wanted enslaved persons to count for representation, but not for taxation. Northern states took the opposite position. Under the Three-Fifths Compromise, three-fifths of enslaved people would be counted for both taxation and representation. To satisfy the sectional interests of the North and the South, the delegates agreed that Congress could not ban the slave trade until 1808. They gave Congress the power to regulate foreign and interstate commerce, or trade among the states, but forbade it to tax exports.

In September 1787 the delegates sent the Constitution to the states for ratification. For the new Constitution to take effect, nine of the thirteen states had to approve it. The debate divided the public. Supporters of the Constitution, or Federalists, argued that only a strong national government could protect the nation from enemies and solve its internal problems. Opponents, or Anti-Federalists, feared a strong central government. They warned that without the protections of a Bill of Rights, the government could take away liberties won in the Revolution.

The Federalists promised that the new government would immediately add a Bill of Rights to the Constitution. This promise turned the tide in their favor. On June 21, 1788, New Hampshire became the ninth state to ratify, and the Constitution went into effect. By 1790 the new Constitution had the unanimous approval of the thirteen United States of America. It would continue to be the law of the land as the United States spread across the North American continent.
**Origins of American Government**

**Directions**  Answer the following questions in the space provided.

1. What two especially important English political concepts greatly influenced the development of the United States?

2. What was the unintentional effect of the harsh tax laws passed by Parliament between 1763 and 1773?

3. What proposal, in modified form, became the basis for the Constitution?

4. What proposal broke the stalemate over representation by suggesting a Congress composed of a House of Representatives and a Senate?

5. What agreement determined the guidelines by which enslaved persons would be counted for purposes of taxation and representation?

**Organizing Information**  Examine the following time line. Study the list of historical events below and review Chapter 2 to find the correct dates for each. Place each event in the appropriate space provided on the time line.

<table>
<thead>
<tr>
<th>Year</th>
<th>Event</th>
</tr>
</thead>
<tbody>
<tr>
<td>1770</td>
<td>• Declaration of Independence signed</td>
</tr>
<tr>
<td></td>
<td>• First Continental Congress convenes</td>
</tr>
<tr>
<td></td>
<td>• Articles of Confederation take effect</td>
</tr>
<tr>
<td>1775</td>
<td>• Second Continental Congress convenes</td>
</tr>
<tr>
<td>1780</td>
<td>• New Hampshire ratifies the Constitution</td>
</tr>
<tr>
<td>1785</td>
<td>• Constitutional Convention meets</td>
</tr>
<tr>
<td>1790</td>
<td>• All 13 states have ratified the Constitution</td>
</tr>
<tr>
<td></td>
<td>• Boston Tea Party</td>
</tr>
</tbody>
</table>

**Critical Thinking**  Answer the following questions on a separate sheet of paper.

6. Why do you think the founders stipulated that all laws concerning spending and taxation must originate in the House of Representatives?

7. Explain why you think the delegates to the Constitutional Convention were right or wrong in compromising on the slavery issue?
The United States Constitution has three parts: the Preamble (which lists the goals of American government), the articles, and the amendments. The body of the Constitution contains seven divisions called articles.

**Article I** creates Congress, the legislative branch of the national government, and describes its two chambers—the House of Representatives and the Senate. Article I also spells out procedures for making laws and lists the types of laws Congress may pass.

**Article II** creates an executive branch, the presidency, to carry out the laws Congress passes. It describes the powers and duties of the president and qualifications for the office.

**Article III** establishes a Supreme Court to head the judicial branch and gives Congress the power to create lower federal courts.

**Article IV** explains the relationship of the states to one another and to the national government. This article requires that each state give citizens of other states the same rights as its own citizens and sets up procedures for admitting new states.

**Article V** provides rules for amending, or changing, the Constitution.

**Article VI** contains the supremacy clause. This clause establishes the Constitution as the “supreme law of the land.”

**Article VII** states that the Constitution would take effect after it was ratified by nine of the thirteen states.

The third part of the Constitution contains the 27 amendments, or changes, that have been added to date.

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**Six Major Principles of the Constitution**

<table>
<thead>
<tr>
<th>Principle</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>popular sovereignty</td>
<td>The government is based upon the consent of the governed and derives its authority from the people.</td>
</tr>
<tr>
<td>federalism</td>
<td>The states share power with the national government.</td>
</tr>
<tr>
<td>separation of powers</td>
<td>Dividing responsibilities among the three branches prevents any one branch from acquiring too much power.</td>
</tr>
<tr>
<td>checks and balances</td>
<td>Each branch of government is permitted to exercise some control over the others.</td>
</tr>
<tr>
<td>judicial review</td>
<td>The courts have power to declare laws invalid if they violate the Constitution.</td>
</tr>
<tr>
<td>limited government</td>
<td>The Constitution restricts the actions of government by specifically describing its powers and listing powers the government does not have.</td>
</tr>
</tbody>
</table>

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**The Three Branches of Government**

The Founders expressed, or enumerated, the powers given to Congress. Five of these enumerated powers cover economic legislation, such as the power to tax and to regulate commerce. Seven others are related to defense. Five more involve miscellaneous specific powers. The eighteenth enumerated power gives Congress the right to make all laws “necessary and proper” to carry out its other powers. This is called the elastic clause because it allows Congress to “stretch” its powers in unforeseen situations.

Article II begins by stating, “The Executive Power shall be vested in a President of the United States of America.” Some scholars call this the executive “wild card.” Presidents have used “executive power” to justify powers not specified in the Constitution.

Article II describes some executive powers as follows:

(continued)
Chapter 3 Summary continued

THE THREE BRANCHES OF GOVERNMENT (continued)

The president
(1) is commander-in-chief of the armed forces;
(2) with the Senate’s consent, appoints ambassa-
dors, judges, and other officials;
(3) makes treaties with the consent of the Senate;
(4) calls Congress into special session, if
necessary;
(5) meets with foreign officials;
(6) ensures that the laws of Congress are
faithfully executed.

Article III calls for a Supreme Court and any lower
courts Congress may establish. The Constitution
gives federal courts jurisdiction, or authority, over
cases involving United States laws, treaties, interpre-
tations of the Constitution, and the law of the sea.
State courts have jurisdiction in other kinds of cases.

AMENDING THE CONSTITUTION

By providing for amendments the Founders
created a Constitution that could be adapted to
future needs. Amendments are proposed at the
national level in two ways: a two-thirds vote of
each house of Congress or a national convention
called by Congress at the request of two-thirds of the
states. Amendments can also be approved in two
ways: if legislatures in three-fourths of the states
ratify the amendment or if each state calls a ratify-
ing convention. Either way, Congress sets a time
limit, usually seven years, for the states to decide.

The Constitution keeps pace with the times
through informal changes as well. Some changes
occur as Congress makes laws that enlarge or clarify
constitutional provisions, for example, by passing
many complex tax laws. Other changes result from
the ways in which the branches of government use
their powers.

Modern presidents often conduct foreign affairs
by executive agreement, a pact between the president
and another head of state. Unlike treaties, which are
pacts between nations, executive agreements do not
need Senate approval.

Federal courts bring about change through rulings
in legal cases. Advocates of judicial restraint believe
that the courts should uphold laws unless they clearly
violate a specific provision of the Constitution.
Supporters of judicial activism believe the courts
should interpret the Constitution in ways that bring
about social change.

THE AMENDMENTS

The first ten amendments, the Bill of Rights,
protect individual liberties and the rights of persons
accused of crimes.

The First Amendment guarantees freedom of
religion and protects freedom of speech and of the
press. The government cannot stop people from
expressing unpopular opinions, nor can it impose
prior restraint, censorship of information before it
is made public.

The Second Amendment supports the right to
own firearms, but does not ban government regula-
tion of the use and sale of weapons.

The Third Amendment prohibits the govern-
ment from forcing people to provide shelter for
soldiers in their homes.

The Fourth Amendment protects the right to
privacy. Police need a warrant and probable cause, a
reasonable basis for believing that a person or place
is linked to a crime, before a search or arrest.

The Fifth Amendment guarantees that no one
may be deprived of life, liberty, or property without
due process—proper constitutional procedures in
legal action against individuals.

The Sixth through Eighth Amendments
provide protections such as the right to a fair
and speedy trial by jury and a ban on “cruel and
unusual punishment.”

The Ninth Amendment says that all basic rights
not specifically mentioned in the Constitution are
“retained by the people.”

The Tenth Amendment notes that powers not
given to the national government—or denied to the
states—by the Constitution belong to the states or
to the people.

Seventeen other amendments, covering various
issues, have been added over the years.
The Constitution

DIRECTIONS  In the space provided, write the word(s) or phrase(s) that best completes each sentence.

1. The three parts of the United States Constitution are the ______________________, or introduction; the ______________________, or divisions; and the ______________________, or changes.
2. The Constitution creates three branches of the federal government: the ______________________, the ______________________, and the ______________________.
3. The ______________________ in Article VI establishes the Constitution as the “supreme law of the land.”
4. ______________________ sovereignty means that the government is based on the consent of the governed and derives its authority from the people.
5. ______________________ of powers prevents any one branch from acquiring too much power, by dividing responsibilities among the three branches.
6. A system of ______________________ and ______________________ allows each branch of government to exercise some control over the others.
7. The right of Congress to make all laws “necessary and proper” to carry out its other powers is called the ______________________ clause because it allows Congress to “stretch” its powers.
8. The first ten amendments, the ______________________ of ______________________, protect individual liberties and the rights of persons accused of crimes.
10. The Fifth Amendment guarantees ______________________, which means that the government must follow proper constitutional procedures in legal action against individuals.

Critical Thinking

11. Which constitutional principle is illustrated by the president’s power to veto a law and the power of Congress to override that veto by a two-thirds vote? Explain. ______________________

12. Do you think an advocate of judicial restraint would support a “narrow” interpretation of the Constitution or a “broad” interpretation? Why? ______________________

13. Someone tried to explain the limits on freedom of speech by using this figurative expression: “My right to extend my arm ends at your nose.” What do you think he or she meant? ______________________
The Federal System

★ NATIONAL AND STATE POWERS

The U.S. Constitution divides authority among the national government, the states, and the people.

<table>
<thead>
<tr>
<th>POWERS GRANTED BY THE CONSTITUTION TO THE NATIONAL GOVERNMENT</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Powers</strong></td>
</tr>
<tr>
<td>Expressed, or enumerated, powers are stated in the Constitution.</td>
</tr>
<tr>
<td>Implied powers are the unstated powers needed in order to carry out expressed powers. The “elastic clause” gives Congress the authority to make all laws that are “necessary and proper” to carry out its other powers.</td>
</tr>
<tr>
<td>Inherent powers are those that the national government may exercise simply because it is a government.</td>
</tr>
</tbody>
</table>

Reserved powers are the unlisted powers that the Constitution says belong strictly to the states. They include any right not delegated to the national government, reserved to the people, or denied to states by the Constitution. Reserved powers do not give states the right to make laws that conflict with the Constitution. The supremacy clause says that the law of the United States Constitution shall be the supreme law of the land.

The federal government and the states also have concurrent powers, which both have and each exercises independently, such as maintaining courts. Finally, the Constitution specifically denies some powers to government. For example, the national government cannot interfere with the ability of states to carry out their responsibilities. One of many powers denied to states is the right to coin money.

The Constitution obliges the national government to guarantee states a republican form of government and to protect them from invasion and domestic violence. The national government also cannot take territory from an existing state to create a new one without permission. If conflicts arise between national and state governments, the federal courts settle the dispute.

★ RELATIONS AMONG THE STATES

The Constitution defines relations among the states. Article IV requires that the states:
- give “full faith and credit” to the laws, records, and court decisions of other states;
- give one another’s citizens all the “privileges and immunities” of its own citizens;
- extradite—that is, return fugitives who flee across state lines.

Full faith and credit means that each state must recognize the civil laws and legal proceedings of other states. However, one state cannot enforce another state’s criminal laws.

Mutual privileges and immunities prevent one state from discriminating unreasonably against citizens of another. Examples are the right to pass through or live in any state. This clause does not prohibit reasonable distinctions, such as treating nonresidents differently with respect to tuition payments in state colleges.

The Constitution requires states to settle disputes among themselves without the use of force. They (continued)
RELATIONS AMONG THE STATES (continued)

often do this through interstate compacts, or written agreements that must be approved by Congress. The Supreme Court has sole jurisdiction when a dispute between states results in a lawsuit. Congress has the power to admit new states, with two restrictions. Congress must respect territorial integrity, and the president can veto any acts of admission with which he disagrees.

The admission procedure begins with an enabling act. This enables the people of a territory to draft a constitution. If Congress approves the constitution, it passes an act admitting the new state. Once admitted, each state is the equal of every other state with respect to privileges and obligations.

★ DEVELOPING FEDERALISM ★

Two schools of thought exist on how federalism should operate. The states’ rightists believe:

- Any doubts concerning whether a power is delegated to the national government or reserved to the states should be settled in favor of the states.
- The Constitution is a compact among the states which created the national government and gave it narrowly defined powers.
- State governments are better able to resolve problems because they better reflect the people’s wishes.

The nationalists believe:

- Delegated powers of the national government should be expanded as necessary to solve social and economic problems.
- People, not the states, created the national government and did not intend it to be subordinate.
- The national government represents all the people; each state speaks for only a part of the national population.

The Supreme Court has supported one viewpoint or the other at various stages of history. Over time, the national government has grown in size and power. Three constitutional provisions, in particular, have contributed to this expansion of the powers of the federal government:

- the war powers
- the power to regulate interstate commerce
- the power to tax and spend

War powers expanded the national government’s influence; in the modern world, the strength of the economy and the educational system affect a nation’s military might. The Supreme Court has consistently interpreted commerce to include activities concerned with production, buying, selling, and transporting of goods and allowed Congress to extend its authority based on its power to regulate interstate commerce. For example, in 1964 the Court ruled that Congress could prohibit racial discrimination in hotels and restaurants because it hindered travel and therefore restricted interstate commerce.

Congress has used its power to tax and spend to expand government regulation of business. Heavy taxes on certain dangerous products have made them too expensive to make and sell.
The Federal System

**DIRECTIONS** Match each term in Column A with the statement that best applies to it in Column B. Write the correct letters in the spaces provided.

<table>
<thead>
<tr>
<th>Column A</th>
<th>Column B</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. elastic clause</td>
<td>A. The powers of the federal government should be expanded as necessary to solve problems.</td>
</tr>
<tr>
<td>2. supremacy clause</td>
<td>B. States do not have the right to make laws that conflict with the Constitution.</td>
</tr>
<tr>
<td>3. states’ rights</td>
<td>C. Public officials may not hold meetings closed to the public.</td>
</tr>
<tr>
<td>4. nationalist</td>
<td>D. Federal agencies are regularly checked to see if they are still needed.</td>
</tr>
<tr>
<td>5. sunshine law</td>
<td>E. Congress has authority to make all laws “necessary and proper” to carry out its other powers.</td>
</tr>
<tr>
<td>6. sunset law</td>
<td>F. The states created the national government and gave it narrowly defined powers.</td>
</tr>
</tbody>
</table>

**Organizing Information** Write each power from the list below under the appropriate heading.

- **Expressed**
  - regulate public schools
  - regulate interstate commerce
  - draft people into the armed forces
  - control immigration
  - maintain courts

- **Implied**
- **Reserved**
- **Inherent**
- **Concurrent**

**Critical Thinking** Answer the following question on a separate sheet of paper.

7. Recently, some people have urged Congress to regulate the Internet. If Congress did, what kind of power would it be exercising? Explain.
The United States Congress has two chambers—the House of Representatives and the Senate. Each Congress meets for one two-year term divided into two one-year sessions. Representatives serve two-year terms; senators serve six-year terms.

The 100 senators are elected by all the voters in their state. The 435 seats in the House are divided among the states based on population. Every state has at least one seat. Every 10 years the number of seats for each state is recalculated based on census figures—a process called reapportionment. States may then redistrict, or change election district boundaries. Occasionally the majority party in state legislatures has abused this power by gerrymandering—using voter registration information to draw districts for political advantage. The Supreme Court has ruled gerrymandering unconstitutional.

Members of Congress have constitutional immunity from arrest or lawsuits arising from their duties, but legislators can censure, or formally disapprove, a member’s actions. In serious cases, such as treason or bribery, they can expel a member by a two-thirds vote.

**THE HOUSE OF REPRESENTATIVE**

Both the House and Senate have complex rules and leadership structures. In each chamber, precedents, or past rulings, guide the way business is conducted. The House’s large size makes complex rules necessary. Each term, members introduce thousands of bills and resolutions, but only about 10 to 20 percent of them ever go to the full House for a vote. Still, legislation must move quickly once it reaches the floor, so House rules allow its leaders to make key decisions without consulting other members. Committees do most legislative work because they have more time to study and shape bills. To serve the interests of constituents in their districts, many representatives specialize in issues important to those constituents. Serving on the right committees gives representatives enormous influence.

At the start of each session, the majority party in the House meets in caucus, or closed meeting, to select the Speaker of the House—the presiding officer and most dominant leader. The speaker appoints committee chairs, which allows the majority party to control the flow of legislation. The speaker also follows the vice president in the line of succession to the presidency. The speaker’s top assistant, the majority leader, helps plan and move forward that party’s legislative program.

House bills appear on one of five calendars, or schedules, that are organized by subject and arranged in the order in which they will be considered. Representatives called *whips* help the majority leader organize party members.

The most powerful committee in the House, the Rules Committee, serves as a “traffic officer.” After a committee approves a bill, it usually goes to the Rules Committee, which can move it ahead quickly, hold it back, or stop it completely. The Rules Committee also rules on jurisdictional disputes among other committees.

(continued)
Although the Senate leadership structure parallels that of the House, Senate leaders have less power. The vice president presides but may not debate issues or vote except to break a tie. In the vice president’s absence, a senior majority party member presides as the Senate’s president pro tempore (for a time). Majority and minority floor leaders are the most important officers. Each works to further his or her party’s legislative program, and together they plan the Senate’s agenda. As in the House, whips assist them. The Senate has no rules committee. Bills reach the Senate floor by unanimous consent of the members. Because unlimited debate is usually allowed, one or more senators may filibuster, or try to prevent a vote by stalling until a majority of the Senate abandons the bill or agrees to modify it.

Congressional committees and subcommittees do the detailed, daily work of considering proposed legislation. The committee system allows members of Congress to
- divide their complex workload
- become specialists on certain issues
- select, from bills proposed, those that merit further consideration
- hold hearings to help inform the public

Each political party’s representation on a committee roughly equals the percentage of its seats in the House or Senate. Chairs of standing committees are extremely powerful. Historically, the member of the majority party with the longest uninterrupted service on a committee became its chair, but recent rules changes have weakened this seniority system.

<table>
<thead>
<tr>
<th>Committees of Congress</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Standing Committees</strong></td>
</tr>
<tr>
<td>oversee bills dealing with certain issues</td>
</tr>
<tr>
<td><strong>Select Committees</strong></td>
</tr>
<tr>
<td>study one issue and report their findings</td>
</tr>
<tr>
<td><strong>Joint Committees</strong></td>
</tr>
<tr>
<td>made up of members from both houses</td>
</tr>
<tr>
<td><strong>Conference Committees</strong></td>
</tr>
<tr>
<td>work out the differences when the House and Senate pass conflicting versions of the same bill</td>
</tr>
</tbody>
</table>

The workload of the modern Congress is so massive and complicated that lawmakers employ thousands of trained staff members. Personal staff work directly for individual Congress members.
- **Administrative assistants** oversee schedules.
- **Legislative assistants** conduct research, draft bills, and write speeches.
- **Caseworkers** handle constituent’s requests.

Committees and subcommittees also hire experts. Some lawmakers are concerned that unelected staffers have too much influence; they have sought to trim congressional staff.

Four important support agencies also help Congress carry out its responsibilities:
- **The Library of Congress** maintains almost 100 million items and administers copyright law.
- **The Congressional Budget Office** coordinates the budget-making work of Congress.
- **The General Accounting Office** oversees spending.
- **The Government Printing Office**, the world’s largest multipurpose printing plant, prints materials for the entire federal government.
The Organization of Congress

★ DIRECTIONS ★ In the space provided, write the word or phrase that best completes each sentence.

1. The United States Congress is made up of two chambers: the __________________ and the __________________.

2. __________________ is the process by which the government recalculates the number of House seats to which each state is entitled.

3. The rules of the House of Representatives allow its leaders to make __________________ without consulting other members.

4. At the start of each congressional session, the representatives in the majority party meet in caucus to select the __________________ of the __________________.

5. The __________________ Committee has the power to move House bills ahead quickly, hold them back, or stop them completely.

6. To __________________ means to stall the legislative process and prevent a vote.

7. In both the House and the Senate __________________ do the detailed, daily work of considering proposed legislation.

8. __________________ committees study one issue and report their findings.

9. The __________________ presides over the Senate but does not debate issues or vote except to break a tie.

10. __________________ conduct research, draft bills, and write speeches.

Organizing Information Examine the following diagram and study the list of characteristics associated with representatives and senators. Write the letter of each item in the appropriate space.

- a. elected to a six-year term
- b. must be at least 30 years of age
- c. makes laws for the nation
- d. elected to a two-year term
- e. must reside in the state represented
- f. must be at least 25 years of age
- g. elected from a district
- h. elected statewide
- i. may serve on a joint committee

Critical Thinking Answer the following question on a separate sheet of paper.

11. Which of the four support agencies do you think is most important and why?
Development of Congressional Powers

Article I, Section 8, Clauses 1–18 of the Constitution describes the legislative powers of Congress. Among the most important of these 18 enumerated powers are the following:

- **The Taxing and Spending Power** allows Congress to levy taxes and provide for the general welfare. All revenue bills, or laws for raising money, must originate in the House of Representatives. Through usage, or established practices, Congress has developed the appropriations process—the rules by which it authorizes federal agencies to spend money.
- **Other Money Powers** allow Congress to borrow money to help pay the operating costs of government, to coin and regulate the value of money, and to punish counterfeiters.
- **The Commerce Power** authorizes Congress to regulate both interstate and foreign commerce. Supreme Court rulings that broadly interpret the term “commerce” have allowed Congress to regulate working conditions and prohibit discrimination nationwide.
- **Foreign Policy Powers** include the power to approve treaties and to declare war.
- **Other Legislative Powers** include the power to make all laws that are “necessary and proper”; this elastic clause gives Congress implied powers and allows Congress to expand its powers as the nation grows.

The Constitution also gives Congress nonlegislative powers. Among these are the following:

- If no presidential candidate receives a majority of the electoral votes, the House of Representatives chooses the president from among the three candidates with the most electoral votes.
- The Senate has the power to approve presidential appointments.
- Congress has the power to remove any member of the executive or judicial branches from office for serious misconduct.
- Congress shares with state legislatures the power to propose constitutional amendments.

Over the years Congress has developed additional powers that are inherent in government but are not mentioned in the Constitution. These inherent powers fall into one of two categories: the power to investigate and oversight powers. The congressional power to investigate has been important in American politics since 1792. The key elements of investigative power include the following:

- A standing committee or a select committee may conduct investigations.
- The most frequent results of investigations include new legislation, changes in a government program, or removal of officials from office.
- Congress, like the courts, has the power to issue subpoenas.
- Witnesses who refuse to testify, or otherwise fail to cooperate, can be held in contempt, that is, charged with willful obstruction of Congress.
- Congressional committees can require witnesses to testify under oath. Untruthful witnesses can be prosecuted for perjury, or lying under oath.

(continued)
Cooperation between the president and Congress is essential if government is to work effectively. However, recent presidents have found it hard to work with Congress for several reasons:

Throughout American history the balance of power between Congress and the president has shifted back and forth. Between 1933 and the mid-1970s, Congress offered little opposition when presidents exercised broad “emergency powers” to deal with crises. Since then Congress has taken action to reassert its authority and to gain new influence, such as the following two examples:

- The 1974 Budget Impoundment and Control Act increased the congressional role in planning the federal budget. The law also prohibits the president from impounding—refusing to spend—money appropriated for programs unless both houses of Congress agree.
- The 1976 National Emergencies Act requires presidents to notify Congress before declaring a national emergency and gives Congress the power to end a state of emergency at any time by a majority vote of both houses.

An important new presidential power took effect in 1997. The line-item veto allowed presidents to veto spending on specific items in an appropriations bill while letting the rest become law. The line-item veto was immediately challenged in court, and the Supreme Court declared it unconstitutional in 1998.

Congressional committees often sidestep the Supreme Court decision by granting witnesses immunity. Immunity is freedom from prosecution for witnesses whose testimony ties them to illegal acts.

Congressional committees use oversight powers to check the effectiveness of the executive branch in administering the law in areas under their jurisdiction.

The legislative branch has three methods of exercising oversight powers:

- Lawmakers routinely ask congressional support agencies, such as the General Accounting Office, to study the workings of an executive agency.
- Congress may use its appropriations process to expand, cut back, or eliminate programs when it reviews the federal budget each year.
- Congress requires executive agencies to submit reports on their activities.

In the past Congress wrote provisions into certain laws that allowed it to review and cancel the actions of executive agencies charged with carrying out those laws. In 1983 the Supreme Court ruled that these legislative vetoes violated the principle of separation of powers.

**CONGRESS AND THE PRESIDENT**

Cooperation between the president and Congress is essential if government is to work effectively. However, recent presidents have found it hard to work with Congress for several reasons:

- **Different Constituencies** A national electorate chooses presidents; individual states and congressional districts elect members of Congress. The difference in constituencies may lead to conflicting ideas about what public policies are desirable.
- **Checks and Balances** The powers that the president and Congress have to counteract each other can create an adversarial relationship often described as the “President vs. Congress.”
- **Party Politics** In recent decades the president’s party rarely has controlled both houses of Congress. Partisan political differences increase conflicts and impede the legislative process.

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Development of Congressional Powers

**DIRECTIONS** In the space provided, write the word(s) that best completes the sentence.

1. The power to make all laws that are ________________ and ________________ gives Congress implied powers not enumerated elsewhere.

2. A standing or a select committee of Congress may exercise the inherent power to ________________.

3. ________________ is freedom from prosecution for witnesses whose testimony ties them to illegal acts.

4. Congressional committees use ________________ powers to check how the administrative branch is administering laws.

5. The system of checks and balances can create an adversarial relationship described as the ________________ vs. ________________.

6. The president cannot ________________—refuse to spend—money appropriated for programs unless Congress agrees.

7. The ________________ requires presidents to notify Congress before declaring a national emergency.

**Organizing Information** Complete a diagram of congressional legislative and nonlegislative powers by writing the following items under the appropriate headings:

- to levy taxes
- to approve presidential appointments
- to make necessary and proper laws
- to regulate commerce
- to impeach
- to borrow money
- to break Electoral College deadlocks
- to propose constitutional amendments

**Critical Thinking** Answer the following questions on a separate sheet of paper.

8. Why do you think legislative vetoes violated the constitutional principle of separation of powers?

9. The term “gridlock” describes what sometimes happens when one political party occupies the White House and the other controls Congress. Explain how the term applies to this situation.
Members of Congress introduce thousands of bills—draft proposals—in every session. Less than 10 percent of the bills that are introduced survive the complicated process required to become a law.

- **Introducing a Bill** Representatives can introduce bills by dropping them into the hopper, a box near the House clerk’s desk. Senators must formally present a bill after being recognized by the presiding officer.
- **Committee Action** In each chamber new bills are first sent to committees where most die from inaction. If the committee decides to act on a bill, it holds hearings at which interested parties can testify. The committee then revises the bill and decides by majority vote whether it should be “killed” or reported—sent to the floor with a recommendation.
- **Floor Action** Lawmakers almost always agree with the committee recommendation. Floor debates generally focus on amendments which any lawmaker can offer. Riders are amendments on a subject other than the one covered by the bill. Lawmakers often attach riders that provide unrelated benefits for their constituents. After debate and revision, if needed, members vote and majority rule determines whether the bill passes.
- **Conference Committee Action** Both chambers must pass a bill in identical form before it can be sent to the president. A joint committee, known as a conference committee, works out the details of any compromises needed to achieve that end.
- **Presidential Action** The president can sign a bill, making it law. He can take no action for 10 days, and, if Congress is in session, the bill becomes law without the president’s signature. The president can also veto a bill, forcing Congress to override his rejection by a two-thirds vote of each chamber.

In addition to bills, Congress also passes resolutions to cover routine matters for which a law is not needed or to express its opinion on a particular matter.

**TAXING AND SPENDING BILLS**

The House Ways and Means Committee makes the rules on tax rates, deductions, and benefits. A closed rule once forbade members to offer amendments to tax bills during floor debate. Critics charge that, after the closed rule was abandoned in 1975, tax bills became a collection of amendments written to please special interests.

Congress uses a two-step procedure to approve the spending of government revenues.
- An authorization bill sets up a federal program, specifies how much money may be allocated for the operation of that program, and designates which executive branch agency will administer the program.
- An appropriations bill provides the money needed to operate the program in response to a budget request from the administering agency.

Appropriations committees in each chamber review the appropriations bills. These committees hear testimony from executive agency directors, set a final budget figure for the program, and report the bill to the floor. The final appropriation is almost always less than the amount in the agency’s budget request.

Appropriations committees have no authority over money that the government is legally committed to spending each year because of previous legislation, for example, Social Security payments. These uncontrollables account for 70 percent of all government expenditures. Some uncontrollables are called entitlements because they are for continuing social programs.
Many factors influence a lawmaker’s decision on any given issue. Most lawmakers agree that the most important influences are the voters, their political parties, the president, and special interest groups.

- **Voters** Most people expect lawmakers to (1) put the needs of their district ahead of national interests and (2) place the wishes of the people above their own judgment. Most congressional voting records reflect those expectations.
- **Political Parties** Representatives vote the party line more than 70 percent of the time; however, senators are more independent. Party influence on congressional voting is strongest on issues related to the economy and social welfare. Party voting is weaker on international issues.
- **The President** Presidents put pressure on Congress through televised addresses designed to sway public opinion for or against legislation. They can also use their powers to influence a vote by giving or withholding approval for federal projects, such as dams, that benefit a member’s constituents.
- **Interest Groups** Individuals, known as lobbyists, try to persuade government officials to support the policies favored by particular interest groups. Encouraging citizens to write letters supporting or opposing legislation that will affect an interest group is one of the lobbyist’s most effective tools. In recent years interest groups have also set up Political Action Committees (PACs), political fund-raising groups to influence Congress. PACs use the funds that they raise to support or oppose candidates during elections.

To win reelection a member of Congress must (1) help voters with problems related to government programs or services and (2) bring federal money for projects to the home state or district. All lawmakers employ caseworkers who work to resolve difficulties that constituents are having with programs such as social security, veterans’ benefits, and workers’ compensation. Members of Congress have two methods by which they bring federal money to the areas they represent:

- **Lawmakers propose public works bills which appropriate money for various local projects such as dams, highways, and mass transit systems. Critics call this method pork-barrel legislation, implying that lawmakers dip into the federal treasury and pull out pieces of fat for their constituents. Often lawmakers agree in advance to vote for each other’s public works bills. Critics call this practice logrolling.**
- **Lawmakers compete among each other for grants and contracts of federal projects to be awarded to their state or district. Staff members show local individuals, businesses, and governments how to qualify. The lawmakers try to influence agency officials who approve the projects.**
**Congress at Work**

**DIRECTIONS** In the space provided, write the word(s) that best completes the sentences.

1. ________________ are amendments on a subject other than the one covered by a bill.

2. Congress passes ________________ to cover routine matters for which a law is not needed or to express an opinion.

3. A ________________ rule forbade members of Congress to offer amendments on the floor during debate.

4. ________________ bills set up federal programs and designate which executive agency will administer them.

5. ________________ bills provide the money needed to operate a program in response to a budget request.

6. The term ________________ refers to money already committed to spending because of previous legislation.

7. Lawmakers employ ________________ to resolve problems that constituents are having with the federal government.

8. ________________ bills appropriate money for local projects; ________________ legislation describes the abuse of this process.

**Organizing Information** Examine the following diagram and study the list of steps in the process a bill must follow to become a law. Write each step in the correct order on the flowchart.

**Critical Thinking** Answer the following questions on a separate sheet of paper.

9. Why do you think a congressional committee would “report” a bill to the floor of Congress with a negative recommendation rather than “kill” it in committee?

10. Why do you think senators can be more independent than representatives on party line votes?
The Constitution requires the president and the vice president to be (1) natural-born citizens of the United States; (2) at least 35 years of age; and (3) residents of the United States for at least 14 years before taking office. Informal requirements for the presidency include:

- **Experience** A background in politics is important.
- **Money** Election campaigns cost millions of dollars.
- **Moderate Political Beliefs** Candidates with extreme views are not as successful as those with moderate beliefs.
- **Personal Characteristics** Most presidents have been middle-class, married, Protestant, male, and white.

Congress determines what salary and benefits the president receives each year, including:

<table>
<thead>
<tr>
<th>Monetary Compensation</th>
<th>Benefits (at no cost)</th>
<th>Retirement Benefits</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Salary $400,000 per year</td>
<td>• Medical and dental coverage</td>
<td>• Pension $191,300 per year</td>
</tr>
<tr>
<td>• Official Expense Account $50,000 per year</td>
<td>• Secret Service protection</td>
<td>• Office Help Allowance up to $96,000 per year</td>
</tr>
<tr>
<td>• Travel Allowance $100,000 per year</td>
<td>• Official residence with household staff</td>
<td>• Free office space and mailing services</td>
</tr>
</tbody>
</table>

The vice president has the following duties:

- presides over the Senate; votes to break ties;
- helps decide whether the president is disabled and acts as president if that happens.

Recent presidents have tried to give the vice president greater responsibilities, including representing the president overseas and serving on advisory councils. In addition, the Twenty-fifth Amendment specifies that:

- the vice president shall fill the vacancy in the event the president dies, becomes disabled, or resigns;
- the president shall fill a vice-presidential vacancy by appointment with approval by Congress.

The Framers of the Constitution set up an Electoral College to choose a president. The number of electors from each state is equal to the number of its senators and representatives. At first the people did not participate directly; every state devised its own method of choosing electors. But in the 1820s political parties in each state began choosing electors by popular vote. Each party places the candidate’s name on the ballot, but the vote is actually for electors. By tradition electors almost always vote for the candidate who receives the largest number of popular votes in a state. Most states, however, do not legally require electors to do so.

Critics say that the system has major weaknesses, including:

- The winner-take-all rule that usually awards every electoral vote in a state to the candidate with the most popular votes makes it possible for a candidate to win the popular vote nationwide but lose in the electoral balloting, as happened in 1824, 1876, 1888, and 2000.
- A strong third-party candidate could win enough electoral votes to prevent any candidate from receiving a majority. That candidate could then force major party candidates to bargain for support in the Electoral College.
Chapter 8 Summary continued

ELECTING THE PRESIDENT (continued)

The president takes office on January 20 in the year following the November election. At this inauguration the new president promises to “preserve, protect, and defend the Constitution.”

THE CABINET

Every new president must choose a staff to help carry out the duties of the executive branch, including a cabinet—the heads of the 14 major executive departments. When filling these posts, presidents consider expertise, managerial ability, acceptability to interest groups, racial and gender representation, geographical balance, and party loyalty.

On occasion presidential staffers may leak—deliberately disclose to the media—names of prospective cabinet nominees to test the reaction of Congress, interest groups, and the public prior to Senate confirmation hearings. The Senate usually tries to cooperate on confirmation; it has rejected only a handful of nominees over the years.

Cabinet members serve dual functions. Individually, each manages an executive department responsible for implementing policy in a major area. Collectively they serve as an advisory board. Historically the cabinet’s influence has varied. Most recent presidents have relied more heavily on other advisers in crises.

THE EXECUTIVE OFFICE

Congress created the Executive Office of the President (EOP) in 1939 to help administer the vast number of federal programs begun during the Great Depression. Today, the EOP has about 1,500 employees in two components:

1. several specialized agencies and
2. the White House Office—a small group of close advisers. The EOP has grown rapidly for three reasons:
   • Every president has added agencies or expanded existing ones.
   • Presidents want experts who can advise them on complex issues.
   • Huge federal programs require coordination of executive branch efforts.

Key aides in the White House Office include the chief and deputy chiefs of staff, the legal counsel, and the press secretary. These aides do not require Senate confirmation and serve at the pleasure of the president. White House staff gathers information, advises the president, and insures that presidential directives are carried out. The press secretary handles relations with the media and issues public statements in the president’s name.

The three most influential agencies in the EOP include:

<table>
<thead>
<tr>
<th>EXECUTIVE OFFICE OF THE PRESIDENT</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Agency</strong></td>
</tr>
<tr>
<td>The Office of Management and Budget</td>
</tr>
<tr>
<td>The National Security Council</td>
</tr>
<tr>
<td>The Council of Economic Advisers</td>
</tr>
</tbody>
</table>
Chapter Summary Activity

The Presidency

★ DIRECTIONS ★ Match each term in Column A with the statement that best applies to it in Column B. Write the correct letters in the spaces provided.

<table>
<thead>
<tr>
<th>Column A</th>
<th>Column B</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Twenty-fifth amendment</td>
<td>A. Helps coordinate military and foreign policy</td>
</tr>
<tr>
<td>2. cabinet</td>
<td>B. Spells out how vacancies in the presidency and vice presidency are to be filled</td>
</tr>
<tr>
<td>3. leak</td>
<td>C. Makes assessments, predictions, and plans concerning economic conditions.</td>
</tr>
<tr>
<td>4. central clearance</td>
<td>D. Heads of 14 major executive departments</td>
</tr>
<tr>
<td>5. National Security Council</td>
<td>E. Issues public statements in the president’s name</td>
</tr>
<tr>
<td>6. Council of Economic Advisers</td>
<td>F. Deliberate disclosure of information to the media</td>
</tr>
<tr>
<td>7. White House Office</td>
<td>G. The Office of Management and Budget uses this process to make recommendations</td>
</tr>
<tr>
<td>8. Press Secretary</td>
<td>H. Gathers information, advises the president, and sees that directives are carried out</td>
</tr>
</tbody>
</table>

Organizing Information Use the word bank below and write each presidential requirement under the correct heading in the table.

<table>
<thead>
<tr>
<th>Formal Requirements</th>
<th>Informal Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
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<td></td>
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<td></td>
<td></td>
</tr>
</tbody>
</table>

- age
- experience
- moderate political beliefs
- money
- residency
- personal characteristics

Critical Thinking

9. Which of the four informal requirements for the presidency do you think is the most important? Which is the least important? Explain your answer. ____________________________________________

__________________________________________________________________________

__________________________________________________________________________

__________________________________________________________________________

__________________________________________________________________________

__________________________________________________________________________
Presidential Leadership

**PRESIDENTIAL POWERS**

The Founders expected the national executive to (1) enforce laws; (2) respond quickly to problems; (3) hold the legislative branch in check; and (4) protect individual liberties and property. The Constitution briefly lists a few specific presidential powers. In addition it grants the president broad but vaguely stated “executive powers” which presidents have expanded over the years.

- **In times of crisis, strong presidents have used principles such as “the immediate needs of the nation” and “a mandate from the people” to justify broad use of executive powers.**
- **Most modern presidents have learned that they can marshal popular support for their policies by using the mass media as a forum for discussion.**

The Constitution contains significant safeguards against the abuse of presidential powers, including congressional override, impeachment, and judicial review. In addition

- The federal bureaucracy may unintentionally limit presidential powers by failing to provide needed information, misinterpreting instructions, or neglecting to complete a task properly.
- Bureaucrats can also work with congressional committees intentionally to obstruct executive programs.
- Public disapproval can derail a president’s policies.

**ROLES OF THE PRESIDENT**

The president has seven major duties. Five of these responsibilities are based on the Constitution:

- **Head of State** The president represents the nation and performs many ceremonial functions.
- **Chief Executive** The president enforces the laws Congress passes. Presidents have several tools to influence how laws are carried out.
- **Chief Legislator** Congress expects the executive branch to propose legislation the president wants to see enacted. Presidents usually describe their legislative programs in the annual State of the Union message to Congress, which calls attention to ideas for solving the nation’s problems.
- **Chief Diplomat** The president directs the foreign policy of the United States, making crucial decisions including recognition of foreign governments. Recognition means acknowledging the legal existence of another government and authorizing dealings with it.
- **Chief Negotiator** Historically the executive and legislative branches have competed for dominance in this area. In a crisis the ability to take action quickly gives the president an advantage over Congress, which must coordinate the opinions of 535 members.
- **Chief Coercer** The president has sole power to negotiate and sign treaties, but these formal agreements are not binding on the United States without Senate approval. Modern presidents prefer to negotiate executive agreements—pacts with other heads of state. These agreements have the same legal status as treaties but do not require Senate approval.
Americans expect the president to exercise strong leadership. Doing this successfully requires several kinds of qualities and skills.

<table>
<thead>
<tr>
<th><strong>Presidential Qualities and Skills</strong></th>
</tr>
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<tbody>
<tr>
<td><strong>Understanding the Public</strong></td>
</tr>
<tr>
<td><strong>Ability to Communicate</strong></td>
</tr>
<tr>
<td><strong>Openness to New Ideas</strong></td>
</tr>
<tr>
<td><strong>Ability to Compromise</strong></td>
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<tr>
<td><strong>Political Courage</strong></td>
</tr>
<tr>
<td><strong>Sense of Timing</strong></td>
</tr>
</tbody>
</table>

*Skillful presidents sometimes “float trial balloons.” An aide issues a statement to test popular and congressional reaction before the president makes a commitment to an idea.*

Increased dependence on the White House staff has led to fears of presidential isolation from criticism and realistic advice. At the same time presidents want to keep sensitive policy discussions confidential. To this end, modern presidents have sometimes invoked executive privilege—the right of the president to refuse to testify before, or provide information to, Congress or a court. The extent to which presidential aides can use executive privilege remains unresolved.
Presidential Leadership

**DIRECTIONS** In the space provided, write the answer to each of the following questions.

1. What have presidents justified under the principles of “immediate needs of the nation” and “a mandate from the people”? ________________________________

2. What are the three constitutional safeguards against abuse of presidential powers? ________________________________

3. What term describes presidential rules that have the force of law? ________________________________

4. What term refers to the release of an individual from punishment? ________________________________

5. What term means “acknowledging the legal existence of another government and authorizing dealings with it”? ________________________________

6. What do we call a pact between the president and another head of state? ________________________________

7. What is the name for the president’s right to refuse to testify before, or provide information to, Congress or a court? ________________________________

**Organizing Information** The president has seven major duties. Recall what you learned about presidential roles and write each responsibility in a space provided around the graphic organizer below.

**Critical Thinking**

8. What constitutional principle do you think supports the president’s right to executive privilege? ________________________________

9. Which one of the enumerated powers of Congress do you think is most closely related to the broad but vague “executive powers” of the president? ________________________________
The Federal Bureaucracy

Hundreds of departments, agencies, boards, commissions, corporations, and advisory committees make up the federal bureaucracy. These organizations, most of which are responsible to the president, employ nearly 3 million civil servants, or bureaucrats. The 15 cabinet departments are one major division of the bureaucracy.

<table>
<thead>
<tr>
<th>CABINET DEPARTMENT</th>
<th>FUNCTION</th>
</tr>
</thead>
<tbody>
<tr>
<td>State</td>
<td>carries responsibility for the nation’s overall foreign policy</td>
</tr>
<tr>
<td>Treasury</td>
<td>serves the financial division of the government; collects taxes</td>
</tr>
<tr>
<td>Interior</td>
<td>protects public lands and resources; manages national parks and historic sites</td>
</tr>
<tr>
<td>Agriculture</td>
<td>promotes conservation; provides credit to farmers; safeguards the nation’s food supply</td>
</tr>
<tr>
<td>Justice</td>
<td>oversees the nation’s legal affairs; enforces antitrust and civil rights laws</td>
</tr>
<tr>
<td>Commerce</td>
<td>promotes and protects industry and commerce; issues patents and trademarks</td>
</tr>
<tr>
<td>Labor</td>
<td>protects workers and pensions; regulates working conditions and labor unions</td>
</tr>
<tr>
<td>Homeland Security</td>
<td>develops and coordinates the nation’s protections against terrorist threats or attacks on country</td>
</tr>
<tr>
<td>Defense</td>
<td>protects the national security and oversees the armed forces</td>
</tr>
<tr>
<td>Transportation</td>
<td>oversees mass transit and highway needs, policy development, and planning</td>
</tr>
<tr>
<td>Energy</td>
<td>plans energy policy; researches and develops new energy technology</td>
</tr>
<tr>
<td>Education</td>
<td>coordinates federal assistance programs for schools</td>
</tr>
<tr>
<td>Veterans Affairs</td>
<td>administers hospitals and programs that benefit veterans and their families</td>
</tr>
<tr>
<td>Health and Human Services</td>
<td>directs health and social service programs; implements national health policy; ensures the safety of food and drugs; conducts medical research</td>
</tr>
<tr>
<td>Housing and Urban Development</td>
<td>preserves the nation’s communities; guarantees equal housing opportunities; insures low interest mortgages</td>
</tr>
</tbody>
</table>

The federal bureaucracy also contains more than 100 independent agencies, boards, and commissions such as the Environmental Protection Agency, the National Aeronautics and Space Administration, and the Civil Rights Commission. Government corporations are businesses run by the federal government. The Tennessee Valley Authority supplies electric power to rural areas in the South. The Federal Deposit Insurance Corporation insures bank accounts up to a certain amount.

Independent regulatory commissions make rules for large industries and businesses that affect the public. A regulatory commission may collect evidence and set penalties for those violating its rules. In recent years the government has responded to complaints from businesses by taking steps to deregulate, or reduce the powers of regulatory agencies. At the same time, Congress has passed legislation protecting whistleblowers—individuals who report wrongdoing by federal agencies.

(continued)
THE CIVIL SERVICE SYSTEM

Under the inefficient and often corrupt spoils system, presidents used appointment to government jobs as a reward for party loyalty. Calls for reform led to passage of the 1883 Pendleton Act, which set up a federal civil service system based on open competitive examination and merit. It also created the Civil Service Commission to administer examinations and supervise the system. In 1979 two new agencies replaced the Civil Service Commission. The Office of Personnel Management (OPM) administers recruitment, pay, retirement policy, and examinations. The Merit System Protection Board resolves job disputes and investigates employee complaints.

Salaries and benefits for federal employees today are competitive with those of private industry. Job notices are posted publicly. Applicants for most clerical jobs must take a written examination. OPM, along with the hiring agency, evaluates applicants for other jobs based on training and experience. Veterans receive special preference. The Hatch Act prohibits federal employees from engaging in political activities while on duty, running for partisan elective office, or soliciting political contributions from the public.

About 2,200 top-level jobs in the federal government are not subject to civil service requirements. Every president fills these positions by appointment. When that president leaves office, political appointees usually return to jobs outside the government. Consequently much of the real power over daily government operations remains in the hands of career civil servants.

THE BUREAUCRACY AT WORK

In theory federal bureaucrats only carry out the policy decisions of the president and Congress. In practice they help make public policy by deciding how to administer the hundreds of federal programs.

- **Making Rules** Bureaucrats write the rules and regulations that set the guidelines for obeying the laws—on average, about 20 rules and regulations exist for each law.
- **Paperwork** Regulations create paperwork. The Small Business Administration once estimated that companies were spending at least one billion hours and $100 billion each year filling out government forms. A 1995 law set paperwork reduction goals for federal agencies.
- **Lawmaking** Bureaucrats help draft new laws by providing the president and Congress with technical reports, testimony on the likely effects of new laws, and advice on content.
- **Settling Disputes** Some federal agencies have the authority to resolve disputes among parties under their jurisdiction. An agency ruling has the status of law unless it is overturned in court.

Five factors contributed to the bureaucracy’s expanded role in making public policy:

- Population growth and technology made decision making more complicated.
- International crises and competition resulted in the creation of new, specialized agencies.
- Economic problems made the government proactive in economic regulation and planning.
- Citizen demands for more and better services created a need for new and bigger agencies.
- Once created, an agency remains even if the need for its services declines.

Several factors outside the executive branch influence bureaucratic policymaking:

- Congress can influence federal agencies through new legislation, appropriations, and oversight.
- Federal courts can uphold or nullify an agency ruling if it is legally challenged.
- Agencies influence each other in policy areas with overlapping jurisdictions.
- Client groups (individuals and groups who work with and are most affected by an agency decision) can influence bureaucratic policy by lobbying, testifying before Congress, or working with agency officials.

On occasion congressional committees, client groups, and federal agencies cooperate in the development of policy. Such cooperation forms a powerful relationship sometimes referred to as an iron triangle.
The Federal Bureaucracy

**Directions** In the space provided, write the word or phrase that best completes each of the following sentences.

1. The Tennessee Valley Authority supplies ________________ power to rural areas in the South.
2. The Federal Deposit Insurance Corporation insures ________________ up to a certain amount.
3. In recent years the government has taken steps to ________________ , or reduce the powers of regulatory agencies.
4. ________________ are individuals who report wrongdoing by federal agencies.
5. The Office of Personnel Management and the Merit System Protection Board replaced the ________________ .
6. ________________ are individuals and groups who work with and are most affected by a federal agency’s decisions.
7. The term ________________ describes a powerful alliance among congressional committees, client groups, and federal agency officials.

**Organizing Information** Examine the diagram and list of phrases describing specific activities of different cabinet departments. Write each item under the appropriate heading on the concept map.

- conduct tours of Independence Hall
- operate the Centers for Disease Control
- implement minimum wage laws
- print paper money
- staff embassies in foreign countries
- administer school lunch programs
- administer the Federal Bureau of Investigation

**Critical Thinking** Answer the following question on a separate sheet of paper.

8. How do you think the Hatch Act prohibition against political activities while on duty protects lower level federal employees?
Federal courts have jurisdiction, the authority to hear cases, over cases involving United States laws and agencies, treaties, or interpretations of the Constitution. They also try cases involving two or more states, bankruptcy, and maritime law. State courts have jurisdiction over state law cases. In a few instances federal and state courts have concurrent, or overlapping, jurisdiction.

The court in which a suit is first heard is called a trial court. District courts are trial courts with original jurisdiction over a case. A party in a suit may ask that the decision of the trial court be reviewed by an appeals court under its appellate jurisdiction. A party may also ask the Supreme Court to rule on the correctness of the decision that the appeals court makes.

During his years on the Court, Chief Justice John Marshall expanded the powers of the Supreme Court and of the federal government.

- In *Marbury v. Madison* (1803), Marshall established the principle of judicial review—the power of the Court to decide if actions taken by the other two branches of government are constitutional.
- In *McCulloch v. Maryland* (1819), the Marshall Court ruled that states could not hamper the exercise of legitimate national interests.
- The *Gibbons v. Ogden* decision (1824) defined the meaning of interstate commerce in broad terms that expanded congressional regulatory powers.

Historically, Supreme Court decisions have tended to reflect changing social conditions and the attitudes of the times.

- Between 1835 and the Civil War, Court rulings emphasized states’ rights and the rights of citizens in an increasingly democratic society.
- The *Dred Scott v. Sandford* ruling (1857) damaged the reputation of the Court by declaring that enslaved African Americans could not be citizens and that Congress had no power to stop the spread of slavery.
- The *Plessy v. Ferguson* decision (1896) upheld segregation by declaring that “separate but equal” facilities were legal.
- Under Chief Justice Earl Warren (1953–1969), the Court emerged as a major force protecting civil liberties. For example, the *Brown v. Board of Education of Topeka* (1954) decision overturned the *Plessy* decision.
- Since then the Court has been more conservative but has not overturned any significant decisions of the Warren years.

Article III of the Constitution gives Congress the authority to establish a network of lower courts. In 1789 Congress created one federal court district for each state. The number of districts has increased to 94 as the population has grown and the caseload has multiplied. District courts hear hundreds of thousands of cases each year.

In a civil case the parties may ask that a judge or a three-judge panel, rather than a jury, decide the case. The courts use two types of juries in criminal (continued)
The Supreme Court is the final authority on all questions of federal law. The vast majority of the cases it hears arise from appeals. The Court is not required to hear all cases presented and carefully decides which ones it will consider. It may review a decision made by a state supreme court if claims under federal law or the Constitution are involved, but it will rule only on the federal issue(s). A chief justice and eight associate justices make up the Supreme Court. Their duties have developed from laws and through tradition. The justices have three main tasks: (1) determining which cases the Court will hear; (2) deciding each case; and (3) explaining the decision in a written opinion. The chief justice has additional administrative duties. Modern justices employ “clerks,” young lawyers who assist them with legal research.

Most Supreme Court justices have served as state or federal court judges or have held other important court-related positions. In addition to party affiliation and judicial philosophy, presidents consider the following factors when making appointments:

- the likelihood of Senate approval
- the recommendation of the American Bar Association (a national organization of lawyers)
- the support or opposition of major interest groups
- the opinions of current justices

Lower Federal Courts (continued)
cases. A grand jury, usually 16 to 23 people, hears charges and decides if there is enough evidence to issue an indictment—a formal accusation charging a person with a crime. Following an indictment, a petit jury, usually either 6 or 12 people, weighs the evidence presented at trial and renders a verdict.

Congress created the appeals courts in 1891 to ease the appellate workload of the Supreme Court. Federal appeals courts hear nearly 55,000 cases a year, arising from decisions of trial courts and government regulatory agencies. A three-judge panel may decide to uphold the original decision, reverse it, or send the case back for retrial.

In addition to these constitutional courts, Congress has created 7 legislative courts to help it exercise its constitutional powers.

The Constitution gives no particular qualifications for federal judges, but presidents often favor judges who belong to their own political parties. Because federal judges are appointed for life, judicial appointments are an opportunity for presidents to influence public policy after leaving office. Presidents customarily follow the practice of senatorial courtesy when appointing district judges. They request the approval of both senators from the nominee’s home state before making the appointment. In recent years a number of women and minorities have been appointed to the bench.

<table>
<thead>
<tr>
<th>Legislative Courts</th>
<th>Function</th>
</tr>
</thead>
<tbody>
<tr>
<td>U.S. Claims Court</td>
<td>handles claims against the government for money damages</td>
</tr>
<tr>
<td>U.S. Tax Court</td>
<td>settles disputes involving payment of federal taxes</td>
</tr>
<tr>
<td>Court of Military Appeals</td>
<td>hears appeals of convictions under military law</td>
</tr>
<tr>
<td>Territorial Courts</td>
<td>act as district courts for United States territories</td>
</tr>
<tr>
<td>Courts of the District of Columbia</td>
<td>act as the court system for the nation’s capital</td>
</tr>
<tr>
<td>Court of Veterans’ Appeals</td>
<td>hears appeals of decisions involving veterans’ claims</td>
</tr>
<tr>
<td>Foreign Intelligence Surveillance Court</td>
<td>secretly wiretaps people suspected of spying against the United States</td>
</tr>
</tbody>
</table>

The Supreme Court

The Supreme Court is the final authority on all questions of federal law. The vast majority of the cases it hears arise from appeals. The Court is not required to hear all cases presented and carefully decides which ones it will consider. It may review a decision made by a state supreme court if claims under federal law or the Constitution are involved, but it will rule only on the federal issue(s). A chief justice and eight associate justices make up the Supreme Court. Their duties have developed from laws and through tradition. The justices have three main tasks: (1) determining which cases the Court will hear; (2) deciding each case; and (3) explaining the decision in a written opinion. The chief justice has additional administrative duties. Modern justices employ “clerks,” young lawyers who assist them with legal research.

Most Supreme Court justices have served as state or federal court judges or have held other important court-related positions. In addition to party affiliation and judicial philosophy, presidents consider the following factors when making appointments:
The Federal Court System

★DIRECTIONS★ Match each term in Column A with the statement that best applies to it in Column B. Write the correct letters in the spaces provided.

<table>
<thead>
<tr>
<th>Column A</th>
<th>Column B</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. trial court</td>
<td>A. The national organization of lawyers that makes recommendations concerning prospective judges.</td>
</tr>
<tr>
<td>2. appellate jurisdiction</td>
<td></td>
</tr>
<tr>
<td>3. John Marshall</td>
<td></td>
</tr>
<tr>
<td>4. Earl Warren</td>
<td></td>
</tr>
<tr>
<td>5. legislative courts</td>
<td></td>
</tr>
<tr>
<td>6. indictment</td>
<td></td>
</tr>
<tr>
<td>7. grand jury</td>
<td></td>
</tr>
<tr>
<td>8. petit jury</td>
<td></td>
</tr>
<tr>
<td>9. Court of International Trade</td>
<td></td>
</tr>
<tr>
<td>10. American Bar Association</td>
<td></td>
</tr>
</tbody>
</table>

Organizing Information Place the letter of each decision in the appropriate space provided on the time line.

K. *Plessy v. Ferguson* upholds the legality of “separate but equal” facilities.
L. *Dred Scott v. Sandford* rules that Congress cannot stop the spread of slavery.
M. *McCulloch v. Maryland* rules that national interests take precedence over state law.
N. *Gibbons v. Ogden* broadly defines “interstate commerce.”
O. *Marbury v. Madison* establishes the principle of judicial review.

Critical Thinking On a separate sheet of paper, answer the following question.
11. What reason do you think the Supreme Court might have for deciding not to hear a case over which it has jurisdiction?
Supreme Court Decision Making

THE SUPREME COURT AT WORK

When in session the Supreme Court sits for two consecutive weeks each month. The justices listen to arguments from opposing lawyers and discuss cases in conference. After each sitting the Court recesses and the justices:

- consider the arguments in cases they have heard;
- work on opinions—written statements that explain the legal principles and reasoning underlying Court decisions;
- study petitions from individuals asking that a case be heard.

Thousands of suits are appealed to the Supreme Court each year. A few more start there under original jurisdiction. Only 100 or so receive full hearings. Most cases that reach the Supreme Court on appeal fall into one of two categories:

- a lower federal court or the highest court in a state has found a law unconstitutional or has upheld a state law against a claim that it violates federal law or the Constitution
- a petitioner argues that a lower court made a legal error in a case or raises a serious constitutional issue.

The main route to the Court is by a writ of certiorari, a document ordering that the records on a case be sent up for review. The Court must grant certiorari in cases involving the constitutionality of a law. In other cases the justices may deny a petition because they think the issue is insignificant or they do not want to address it.

The selection of cases involves considerable discussion. Many of the cases accepted are simply sent back for reconsideration or decided by a per curiam opinion, a short, unsigned Court ruling. Major cases receive full consideration:

- Lawyers for each side submit briefs, written statements with the legal arguments, relevant facts, and precedents supporting their positions.
- Individuals, interest groups, and government agencies may submit amicus curiae, “friend of the court,” briefs supporting one side or the other.
- Lawyers for each side present oral arguments, 30-minute summaries of the key points in the case, and answer questions from the justices.
- The justices debate the case’s merits and vote.

The Court Issues Four Kinds of Opinions

- a unanimous opinion on which all justices agree;
- a majority opinion expressing legal views with which the majority of justices agree;
- a concurring opinion in which one or more justices agree with the conclusion, but for different reasons than those of the majority;
- a dissenting opinion in which one or more justices disagree with the majority’s decision.

SHAPING PUBLIC POLICY

The Supreme Court uses three tools to influence national policy:

- Through judicial review the Court validates or cancels the laws and actions of government institutions at the local, state, and national levels. It has used this tool to overturn about 150 provisions of federal law and more than 1,000 local and state laws.
- Through its interpretation of laws the Court determines how policy will be carried out on a daily basis in all parts of the nation.
- By overturning earlier decisions the Court adapts the law to changing circumstances and social values. It uses this tool with discretion.

(continued)
Five factors shape Supreme Court decisions:

- **Basing Decisions on the Law**: Justices must base their decisions on legal principles, not on their personal feelings. If the meaning of a statute or a constitutional provision is not clear, the justices must determine what it means and apply the meaning to the circumstances of the case. They do this by relating their interpretations to the Constitution, to other laws that are relevant, and to legal precedent.

- **Views of the Justices**: Most justices take consistent positions on certain kinds of issues. In recent years one group of justices has tended toward liberal positions on civil rights and economic issues. Another bloc has leaned toward conservative views on the same issues. At times like these a justice with less rigid views may become the swing, or deciding vote. When new justices with different views are appointed, the direction of the Court’s interpretations may change.

- **Relations Among the Justices**: Justices who work easily with one another are more likely to find mutually acceptable solutions even when their legal philosophies differ. Conversely, severe personal conflicts can cause divisiveness on the Court. The chief justice can influence the direction of the Court when presiding over oral arguments and conferences, shaping the list of cases to be heard, and deciding who will write specific opinions.

- **Social Forces and Public Attitudes**: Supreme Court decisions more often than not reflect contemporary social values and beliefs.

- **The President and the Congress**: Presidents exercise control over the Supreme Court through their power of appointment and by how aggressively the executive branch enforces decisions. Congress exercises control by passing new laws or reshaping nullified ones, by proposing constitutional amendments, by exercising its power to set justices’ salaries and the number of justices on the Court, and through the Senate’s confirmation power.
Supreme Court Decision Making

**DIRECTIONS** In the space provided, write the word or phrase that best completes each of the following sentences.

1. A _________________ of certiorari orders the records on a case be sent up for review.
2. The Supreme Court must grant certiorari in cases involving the _________________ of a law.
3. The Supreme Court decides many cases by a per curiam opinion—a _________________, _________________ ruling.
4. A _________________ sets forth the legal arguments, relevant facts, and precedents.
5. Individuals, interest groups, and government agencies may submit amicus curiae, or “_______________ of the court” briefs.
6. A _________________ opinion agrees with the conclusion reached but for reasons other than those in the majority opinion.
7. One or more justices may write a _________________ opinion, disagreeing with the majority.
8. Under the principle of stare decisis, earlier Court rulings serve as _________________.
9. The Supreme Court accepts only cases that involve a substantial _________________ question.
10. The Supreme Court will hear only cases in which an individual or group has suffered real _________________.

Organizing Information  Write an explanation of how each factor helps shape Supreme Court decisions.

<table>
<thead>
<tr>
<th>Factor</th>
<th>How It Influences Supreme Court Decisions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Basing Decisions on the Law</td>
<td></td>
</tr>
<tr>
<td>Views of the Justices</td>
<td></td>
</tr>
<tr>
<td>Relations Among the Justices</td>
<td></td>
</tr>
<tr>
<td>Social Forces and Public Attitudes</td>
<td></td>
</tr>
<tr>
<td>The President and the Congress</td>
<td></td>
</tr>
</tbody>
</table>

Critical Thinking  Answer the following question on a separate sheet of paper.

11. How can a president use the power of appointment to influence the direction of Supreme Court decisions?
The Constitution guarantees human rights, or fundamental freedoms, but ultimately it is the responsibility of United States citizens to ensure the strength and endurance of these rights. If citizens do not meet their responsibilities, the guarantees become meaningless, and society suffers.

The Bill of Rights, composed of the first 10 amendments, prohibits the abuse of power by the national government. The Fourteenth Amendment, ratified in 1868, prohibits the states from:

- making or enacting laws that “abridge the privileges and immunities of citizens . . .”
- depriving “any person of life, liberty, or property without due process of law . . .”

Through a process called incorporation, the Supreme Court has ruled that the Fourteenth Amendment applies the guarantees in the Bill of Rights to state and local governments. In effect, this means that through the process of nationalization, individuals who believe a state or local government has denied them basic rights can sue in federal courts.

**CONSTITUTIONAL RIGHTS**

The establishment clause of the First Amendment states that “Congress shall make no law respecting an establishment of religion.” The free exercise clause prohibits the government from unduly interfering with religious practices. The interpretation of these clauses has led to controversial Supreme Court rulings, many of them related to education. With respect to the establishment clause, the Court has:

- developed a three-part test to decide if states can give aid to parochial schools, schools operated by a church or religious group. To be constitutional, the aid must: (1) have a clear . . . nonreligious purpose; (2) neither advance nor inhibit religion; and (3) avoid “excessive government entanglement with religion”;
- found that public schools may grant students release time to attend religious instruction carried on in private facilities but not in public facilities;
- banned various forms of religious observance in public schools when they are officially sponsored. However, it has found that student-initiated and led religious clubs may use school facilities. The Equal Access Act ensured that such clubs should be just as eligible to use school facilities as other student organizations. It has also ruled that the constitutional ban on school prayer does not apply to government meetings.

The Supreme Court has interpreted the free exercise clause to mean that freedom of religion does not protect all behavior, particularly when religious practices conflict with criminal laws. In one notable instance the Court reversed itself. A 1940 decision found that students could be required to salute the flag, even if it violated their religious beliefs. In 1943 the Court ruled that such laws were an unconstitutional interference with the free exercise of religion.

**FREEDOM OF RELIGION**

**FREEDOM OF SPEECH**

The Supreme Court has identified two categories of speech that are protected by the First Amendment:

- **Pure speech** Verbal expression of thoughts and opinions before an audience that has chosen to listen.
- **Symbolic speech** Sometimes called expressive conduct, symbolic speech uses actions and symbols to express opinions.
FREEDOM OF SPEECH (continued)

Expressive conduct that endangers public safety, trespasses, or unnecessarily blocks traffic is not protected. In addition, the Court has ruled that government can regulate or forbid expressive conduct in unusual, narrowly defined circumstances.

The Court also has developed three doctrines that it applies when deciding whether speech has gone beyond the limits of First Amendment guarantees:

- **Clear and present danger** Speech that clearly presents an immediate danger is not protected.
- **Bad tendency doctrine** Speech that has a tendency to lead to illegal action is not protected.
- **Preferred position doctrine** Any law that limits First Amendment freedoms should be presumed unconstitutional unless the government can show that it is absolutely necessary.

Furthermore the Court has ruled that the First Amendment does not protect the following categories of speech:

- **Seditious speech** Speech intended to advocate immediate, concrete acts of violence against the government is not protected.
- **Defamatory speech** False speech that damages a person’s character or reputation is not protected.
- **Fighting words** Words so insulting that they provoke an immediate violent reaction from the listener are not protected.

The Court also has upheld the right of school officials to regulate lewd or indecent speech at school events as well as student speech in school-sponsored activities.

FREEDOM OF THE PRESS

On freedom of the press issues, the Supreme Court has ruled that:

- government may exercise prior restraint, censorship of information before it is published, only if it can show that publication would endanger the national security;
- pretrial and courtroom publicity can interfere with the right to a fair trial. It has permitted judges to bar the press from hearings if warranted. The Court also allows measures such as moving the location of a trial and sequestering the jury, or holding it in custody, until the trial ends;
- reporters cannot refuse to testify or surrender evidence. However, thirty states have passed shield laws designed to give reporters some means of protection against being forced to disclose “confidential information or sources”;
- government can require radio and television stations to observe certain standards and can punish stations that broadcast obscene language;
- motion pictures and the Internet are protected by free-press guarantees.

FREEDOM OF ASSEMBLY

The Constitution defines freedom of assembly as “the right of the people peaceably to assemble, and to petition the Government for a redress of grievances.” The Court has interpreted this right in the following ways:

- In the interest of public order and safety, government can require demonstrators to obtain advance permission.
- Authorities may halt a demonstration to preserve order. However, they may not arrest peaceful demonstrators if the audience is the cause of the disorder.
- Protesters cannot enter facilities such as prisons without permission or hold demonstrations intended to disrupt educational instruction.
- Protesters cannot convert private property (such as malls) to their own use.
- Government may ban or limit picketing by labor unions under certain circumstances.
- The state can restrict “freedom of association”—the right to join an organization—but only if it can show that the group is making actual preparations for the use of force against the government.
Constitutional Freedoms

**DIRECTIONS** In the space provided, write the word or phrase that best completes each of the following sentences.

1. The Constitution guarantees ________________, or fundamental freedoms.
2. The Fourteenth Amendment applies the guarantees in the Bill of Rights to ________________ and ________________ governments.
3. The ________________ clause of the First Amendment prohibits the government from unduly interfering with religious practices.
4. Symbolic speech is the use of ________________ and symbols to express opinions.
5. ________________ speech is intended to advocate immediate, concrete acts of violence against the government.
6. The term ________________ refers to censorship of information before it is published.
7. ________________ orders are court orders barring pretrial publication of certain types of information.
8. Government can punish television and radio stations that broadcast ________________ language.
9. In the interest of public order and safety, government can require demonstrators to obtain ________________.

**Organizing Information** Examine the following diagram and consider the list of phrases describing concepts and issues that are related to First Amendment freedoms. Write each item under the appropriate heading on the map.

- shield laws
- the establishment clause
- union picketing
- clear and present danger
- the bad tendency doctrine
- pretrial publicity
- freedom of association
- school prayer

**Critical Thinking** Answer the following question on a separate sheet of paper.

10. What three questions would the Supreme Court consider when deciding if a state can pay for a science textbook to be used in a parochial school?
Chapter Summary

Citizenship and Equal Justice

A Nation of Immigrants

An alien is a person who lives in a country where he or she is not a citizen. The fundamental rights guaranteed in the Constitution apply to aliens. United States law recognizes five categories of aliens:

<table>
<thead>
<tr>
<th>Category</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>Resident Aliens</td>
<td>have established permanent residence in the United States</td>
</tr>
<tr>
<td>Nonresident Aliens</td>
<td>expect to stay in the United States for a short, specified period of time</td>
</tr>
<tr>
<td>Enemy Aliens</td>
<td>are citizens of a nation with which the United States is at war</td>
</tr>
<tr>
<td>Refugees</td>
<td>are people fleeing to escape persecution</td>
</tr>
<tr>
<td>Illegal Aliens</td>
<td>have entered the United States without a legal permit</td>
</tr>
</tbody>
</table>

The immigration policy of the United States has changed over the years:

- The Chinese Exclusion Act of 1882 restricted the admission of Chinese laborers. Other restrictions were added over the next 30 years, but the number of immigrants soared.
- The Johnson Act of 1924 limited the number of immigrants who could enter the country each year and instituted a system that favored northern and western Europeans.
- The Immigration Reform Act of 1965 substituted quotas based on national origin for those based on hemisphere.
- The Immigration Reform and Control Act of 1986 provided a way for illegal immigrants to obtain legal status and imposed penalties on employers who hire illegal immigrants.
- The Immigration Act of 1990 made country quota more equitable and favored highly educated immigrants.
- The Illegal Immigration Reform and Immigrant Responsibility Act of 1996 law expanded the U.S. Border Patrol and strengthened penalties for false papers.

The Basis of Citizenship

Citizens have responsibilities that include obeying the laws, staying informed, voting, respecting the rights and properties of others, and tolerating differences.

The Fourteenth Amendment to the Constitution grants American citizenship to “all persons born or naturalized in the United States.” Naturalization is the legal process by which a person is granted the rights and privileges of a citizen. All immigrants who wish to become American citizens must go through the naturalization process. Applicants for citizenship must meet five requirements. Applicants must:

- be of good moral character
- declare their support of the principles of the United States government
- prove they can read, write, and speak English
- show some basic knowledge of American history and government.

There are three ways to lose U.S. citizenship. Expatriation means giving up one’s citizenship by leaving the country to live elsewhere. Individuals convicted of certain federal crimes that involve extreme disloyalty may lose their citizenship. An individual who commits fraud or deception during the naturalization process loses citizenship through denaturalization.

(continued)
The democratic ideal of equality means that all people have equal rights under the law. The Supreme Court has developed guidelines for determining when a state law violates the principle of equal protection:

- The rational basis test means that the state must show that a classification is “reasonably related” to an acceptable goal of government.
- A classification made on the basis of race or national origin is suspect and subject to strict judicial scrutiny. To justify it, the state must show that there is a “compelling public interest” to justify using this type of classification.
- State laws may not use classifications that violate fundamental rights guaranteed by the Constitution, such as the right to vote and the right to travel freely between states.

Discrimination exists when people are treated unfairly solely because of a classification that has no reasonable justification. It would be unreasonable to discriminate against all redheads, for example, in hiring for a corporate sales job. In court cases alleging discrimination, plaintiffs must show that there was an intent to discriminate (not merely that a law had an unequal impact on different groups). Prime examples of law intended to discriminate are the so-called Jim Crow laws that came into effect after the Civil War. They were intended to establish segregated facilities and institutions in many Southern states. In Plessy v. Ferguson (1896), the Supreme Court decided that such segregation was defensible, so long as the facilities were equal in quality. This “separate but equal doctrine” was overturned in the historic 1954 decision Brown v. Board of Education, where the Court concluded that separate facilities were inherently unequal. This case marked the beginning of the modern civil rights movement, which culminated in significant civil rights legislation in the 1960s.

Changing ideas, social conditions, and technology have created new civil liberties issues:
- Affirmative action refers to government policies that directly or indirectly give preference to minorities and women in order to make up for past discrimination. Supporters argue that affirmative action is needed to “make the playing field level.” Opponents say that it is reverse discrimination. The Supreme Court has upheld some affirmative action plans while striking down others.
- In gender discrimination cases the Supreme Court has set a reasonableness standard for laws.

Classifications “must rest on some ground of difference” that serves “important governmental objectives.”
- The Freedom of Information Act requires federal agencies to provide citizens with access to government records on request, except for reasons of national security and confidentiality.
- War and other national emergencies create tension between the need to maintain individual rights and the need to protect the nation’s security. For example, the USA Patriot Act strengthened the national government but may pose a threat to civil liberties.
Citizenship and Equal Justice

**DIRECTIONS** In the space provided, write the word or phrase that best completes each of the following sentences.

1. __________________ aliens expect to stay in the United States for a short, specified period of time.

2. __________________ is the legal process by which a person is granted the rights and privileges of citizenship.

3. __________________ means giving up citizenship to live in another country.

4. The __________________ were early targets of immigration restriction on the West Coast.

5. Under some immigration reform proposals, undocumented aliens in the country for a long time would be granted __________________.

6. After the Civil War, the Dred Scott decision of 1857 was overruled by the __________________ Amendment.

7. Equal protection under the law means that states cannot use __________________ distinctions to classify people.

8. In order to establish surveillance of an individual’s use of the Internet, the government must usually obtain a warrant from special __________________ court.

9. __________________ refers to government policies that give preference to minorities and women to make up for past discrimination.

10. The __________________ of __________________ Act grants citizens access to government records upon request.

**Organizing Information** Examine the following diagram and study the list of concepts associated with immigration and/or discrimination. Write each item in the appropriate space in the diagram.

- residence requirements
- naturalization
- refugee status
- rational basis test
- right to privacy
- fundamental rights
- suspect classification
- affirmative action

**Critical Thinking** Answer the following question on a separate sheet of paper.

11. Why do you think the principle of double jeopardy does not apply if a trial jury cannot reach a verdict in a case?
Law in America

**Sources of American Law**

The set rules and standards by which a society governs itself is known as law.

- **Common law** refers to decisions based on custom and precedent—earlier legal rulings.
- **Constitutional law**, the interpretation of the federal and state constitutions, is the most fundamental source of law in the United States.
- **Statutory law** refers to statutes, or the laws written by legislatures. Most state courts, cases deal with statutory law violations.
- **Administrative law** refers to government agency rules and regulations that carry out statutory laws.

**Civil Law**

Civil law, which concerns disputes between two or more individuals or between individuals and the government, has four major branches:

- **Contracts** A contract is a set of voluntary promises, enforceable by law, between parties who agree to do or not to do something. Parties specify their terms in an expressed contract, usually in writing. In an implied contract, the terms can be inferred.
- **Property Law** Law that deals with the use and ownership of property. Real property includes land and whatever is attached to or growing on it. Personal property includes moveable things such as clothes and intangible items like stocks.
- **Family Law** Law that covers relationships among family members including marriage, divorce, and parent-child relationships.
- **Torts** Any wrongful acts, other than breach of contract, for which the injured party has the right to sue in a civil court. Intentional torts involve a deliberate act that results in harm. Negligence refers to careless or reckless behavior that results in unintended harm.

Civil cases are called lawsuits initiated when a plaintiff files a complaint against the defendant. Civil cases are decided by common law, statutory law, and equity law, principles which supplement the other two kinds of law. A court decision based in equity often involves an injunction, or court order to a defendant to stop doing something.

In other cases the adversary system applies, and certain steps must be followed:
- The defendant must respond to charges unless the court decides to dismiss the case.
- Each side checks facts and gathers evidence during the pretrial discovery stage.
- About 90 percent of civil cases are settled with no trial, that is, through mediation, or arbitration.
- If there is a trial, the judge or jury renders a verdict. The court may award damages and/or relief through injunction; the loser can appeal.

Four basic principles guide the American legal system:

- Equal justice means that every individual is entitled to the full protection of law.
- Due process of law is the legal principle that a law must be applied in a fair manner. Substantive due process addresses fundamental rights. Procedural due process prohibits arbitrary enforcement of the law.
- In the adversarial system, lawyers for opposing sides should do all that is legal to win their case.
- Presumption of innocence means that a person accused of a crime is presumed innocent until proven guilty. Unless the prosecution proves its case, the court must declare the defendant not guilty.
**CRIMINAL LAW**

State governments have jurisdiction over most crimes and have developed their own penal codes—written laws that define crimes and spell out punishments:

- **Petty offenses** are minor crimes usually punishable by a fine.
- **Misdemeanors** are more serious crimes that may be punishable by a fine or imprisonment, usually for up to one year.
- **Felonies** are the most serious crimes, punishable by lengthy prison sentences and possibly death. Convicted felons also may lose certain rights, such as voting.

Although procedures may vary from state to state, nearly every felony case follows the same steps:

- **Investigation and Arrest** During an investigation the police gather evidence for an arrest.
- **Initial Appearance** Following arrest the individual must be brought before a judge within 24 hours. The judge explains the charges, reads the defendant's rights, and sets a date for the next step. The judge may set bail, money deposited with the court as a guarantee of return before releasing the defendant.
- **Preliminary Hearing or Grand Jury Appearance** A grand jury or a judge at a preliminary hearing decides whether there is enough evidence to issue an indictment—a formal criminal charge. Ninety percent of indictments end through plea bargaining: The defendant pleads to lesser charges and receives a lighter penalty.
- **Arraignment and Pleas** The judge reads the formal charges against the defendant who is arraigned in open court. If the defendant pleads not guilty, the judge schedules a trial.
- **The Trial** Defendants can choose between a bench trial heard only by a judge or trial by jury. The prosecution and the defense present their cases and a decision is rendered. If the trial results in a hung jury, one that cannot reach a verdict, the judge declares a mistrial and a new trial may be scheduled.
- **Sentencing or Release** Defendants found not guilty are released immediately. The judge determines the sentence, or penalty, to be imposed if the verdict is guilty.

**THE RIGHTS OF THE ACCUSED**

The Bill of Rights protects the rights of individuals accused of a crime. The Fourteenth Amendment incorporates those rights and applies them to state and local government:

- **The Fourth Amendment** prohibits “unreasonable searches and seizures.” The exclusionary rule holds that evidence obtained during an illegal search cannot be used in a criminal trial. In recent years the Supreme Court has allowed exceptions to this principle if its application would defeat the purpose of justice.
- **The Fifth Amendment** protects individuals from self-incrimination, or giving evidence against themselves. In 1965 the Supreme Court established the *Miranda* rule which holds that suspects must be clearly informed of their Fifth Amendment rights before police question them.
- **The Fifth Amendment** also prohibits double jeopardy, which means that a person cannot be tried twice for the same crime.
- **The Sixth Amendment** guarantees a defendant the right to counsel—an attorney.
- **The Eighth Amendment** prohibits “cruel or unusual punishment.” The Court has found that this prohibition applies to capital punishment when it is imposed in apparently arbitrary ways.
Law in America

**DIRECTIONS** Match each term in Column A with the statement that best applies to it in Column B. Write the correct letters in the space provided.

<table>
<thead>
<tr>
<th>COLUMN A</th>
<th>COLUMN B</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. statutory law</td>
<td>A. This principle requires a court to set a defendant free unless the prosecution proves its case.</td>
</tr>
<tr>
<td>2. administrative law</td>
<td>B. This type of court order forbids a defendant from taking or continuing an action.</td>
</tr>
<tr>
<td>3. plaintiff</td>
<td>C. The rules and regulations that government agencies use to carry out statutory laws</td>
</tr>
<tr>
<td>4. presumption of innocence</td>
<td>D. A rule that holds that suspects must be clearly informed of their rights before police question them.</td>
</tr>
<tr>
<td>5. contract</td>
<td>E. Laws that are written by legislatures</td>
</tr>
<tr>
<td>6. tort</td>
<td>F. This category includes the most serious kinds of crimes.</td>
</tr>
<tr>
<td>7. injunction</td>
<td>G. A set of voluntary promises, enforceable by law and agreed to by parties</td>
</tr>
<tr>
<td>8. Miranda rule</td>
<td>H. This category includes crimes that are more serious than petty offenses but less serious than felonies.</td>
</tr>
<tr>
<td>9. misdemeanors</td>
<td>I. This party files the charges in a civil case.</td>
</tr>
<tr>
<td>10. felonies</td>
<td>J. Any wrongful act, other than breach of contract, for which a party might sue</td>
</tr>
</tbody>
</table>

**Organizing Information** Examine the diagram and study the list below of steps taken in most felony cases. Write each step in the correct order on the flowchart.

**CRIMINAL JUSTICE PROCESS**

1. **arraignement**
2. investigation and arrest
3. initial appearance
4. **trial**
5. sentencing
6. preliminary hearing

**Critical Thinking** Answer the following question on a separate sheet of paper.

11. What do you think happens if the defendant in a civil suit does not respond to the charges?
Political Parties

DEVELOPMENT OF PARTIES

A political party is a group of people with broad common interests who organize to nominate candidates and win elections, control government, and thereby influence public policy.

- In a **one-party system**, the party is the government. One-party systems are usually found in nations with authoritarian governments. A one-party government dominated by religious leaders is called a theocracy.
- In a **multiparty system**, many parties represent widely differing ideologies, or basic beliefs about government. In this system, one party rarely receives a majority of the vote. Therefore several parties must work together to form a coalition government. When coalitions break down, the government must call for new elections.
- The United States has a **two-party system** in which Democrats and Republicans are the two major political organizations. Today U.S. voters are divided about equally among Democrats, Republicans, and independent voters.

PARTY ORGANIZATION

To be successful a political party needs strong leadership and good organization at the local, state, and national levels. The basic local unit of a party is the precinct. A precinct is a district that ranges from a few to more than 1,000 voters, all of whom cast their ballots at the same polling place. A precinct captain supervises the efforts of party workers. Several adjoining precincts make up a ward. Each ward sends a representative to the party’s county committee. The county committee elects a chairperson who usually is the most powerful person in the local party.

Every county organization has a representative on the state central committee. That committee’s principal function is to help elect candidates to state office. It also assists local party candidates, coordinates the activities of the local organizations, and raises funds.

The national party organization has two main components: the national convention and the national committee. The national convention meets once every four years to nominate candidates for president and vice president. Between conventions, the national committee, composed mainly of representatives from the state organizations, runs the party. The national chairperson oversees fund raising and promotes cooperation among the national, state, and local organizations.

Political parties perform several important functions.

- They seek out candidates who have a good chance of being elected. Parties are often election-oriented rather than issue-oriented.
- Political parties bring important issues to the public’s attention. They want to give informed citizens a choice between alternate approaches to a problem. Party affiliations can help voters understand generally where a candidate stands on key issues.

A third party, sometimes called a minor party, is any party other than one of the two major parties.

On three occasions, a third-party candidate has taken enough votes from one major party candidate to insure the victory of the other. Third parties also have been the first to champion issues such as minimum wage and health insurance.

- A single-issue party focuses exclusively on one major issue. It usually collapses when the importance of the issue fades or when one of the major parties adopts the cause.
- An ideological party, such as the Communist Party, advocates major changes in the system.
- A splinter party forms when a group splits off from a major party to support an alternate candidate for president. Splinter parties typically disappear with the defeat of that candidate.

(continued)
PARTY ORGANIZATION (continued)

- The party out of power criticizes government policy and offers its own solutions. Fear that the opposition may gain popular support makes the party in power more sensitive to the will of the people.
- Political parties encourage groups with competing interests to work together. Parties contribute to a stable political environment and the peaceful transfer of power. This peaceful transfer of power from one party to another, as opposed to revolution, is a hallmark of stable societies.

★ NOMINATING CANDIDATES ★★★★★★★★★★★★★★★★★★★★★★★★★★★★★

Historically parties have used three methods of choosing candidates: caucuses, nominating conventions, and primary elections.

<table>
<thead>
<tr>
<th>Candidate Selection Method</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Caucus</td>
<td>A private meeting of party leaders. In the 1830s complaints that caucuses were undemocratic led to the adoption of nominating conventions.</td>
</tr>
<tr>
<td>Nominating Convention</td>
<td>An official public meeting of a party to choose candidates for office.</td>
</tr>
<tr>
<td>Direct Primary</td>
<td>An election in which voters select candidates to run in the general election.</td>
</tr>
</tbody>
</table>

Most states hold a closed primary, in which only registered members of a political party can vote for that party’s candidates. Almost 20 hold open primaries, in which all voters may participate, but each voter can select names from only one party’s list of candidates.

Most states hold direct primary elections for president. Through the primary elections, voters can express preferences before the nominating conventions take place. Critics contend that the primary system is flawed because:

- The primaries last too long and are too expensive.
- Media coverage emphasizes personalities at the expense of issues.
- Since primary victories have more influence on the race, more states have moved their primary date to earlier in the year.

After the primaries comes the national convention. Four committees lay the groundwork for the convention:

- The rules committee proposes convention procedures and sets the order of business.
- The credentials committee officially approves the membership of each state delegation.
- The committee on permanent organization selects the officials who will oversee the convention.
- The platform committee writes the party’s platform—a statement of its principles, its positions on vital issues, and its approach to those issues. When disputes arise over planks, or individual parts of the platform, party leaders must work out a compromise or risk entering the election with a divided party.

The highlight of the convention comes when supporters of each candidate make nominating speeches and the delegates vote. On the final day, the nominees deliver their acceptance speeches. The convention then adjourns for another four years.
Political Parties

**DIRECTIONS** In the space provided, write the word or phrase that best completes each sentence.

1. A political party is a group of people with broad common interests who organize to win __________, control __________, and influence public policy.

2. In a multiparty system, several parties often combine to form a __________ government.

3. A __________ party forms when a group splits off from a major party to support an alternative candidate for president.

4. The basic local unit of a party is the __________, a district ranging in size from a few to more than 1,000 voters; several adjoining precincts make up a __________.

5. The national party organization has two components: the national __________ and the national __________.

6. A direct __________ is an election in which voters select candidates to run in the general election.

7. In a __________, only registered members of a political party can vote for that party’s candidates.

8. A __________ is a written statement of the party’s principles, its position on vital issues, and its approach to those issues.

9. When disputes arise over __________, individual parts of the party’s written statement, party leaders must work out a compromise position for the party to adopt.

**Organizing Information** Examine the following diagram and study the list of characteristics associated with different political party systems. Write each item under the appropriate heading.

- coalition governments
- authoritarian governments
- politically unstable
- theocracy
- many differing ideologies
- splinter party

**Critical Thinking** Answer the following question on a separate sheet of paper.

10. When disputes arise over parts of the party platform, why must party leaders work out a compromise before the convention ends?
Elections and Voting

**ELECTION CAMPAIGNS**

To be elected president, a candidate must win at least 270 of the 538 electoral votes. Because the number of electoral votes varies from state to state, a candidate who wins in the 11 most populous states would win the election. Because a candidate needs to win as many states as possible, he or she must appeal to a broad range of voters across the nation.

Presidential candidates need an effective strategy and an efficient campaign organization. The campaign organization carefully structures the candidate’s appearances to project a positive, presidential image. It also coordinates state and local efforts on the candidate’s behalf. A campaign manager, who is responsible for overall strategy and planning, oversees the organization.

Until the 1970s, presidential candidates relied on contributions from the wealthy and powerful. A series of Federal Election Campaign Acts attempted to make the process more democratic. These laws were based on three principles:

1. **Public Funding** Major party candidates can receive millions of dollars in federal money. Third-party candidates can qualify if they received at least five percent of the popular vote in the most recent election.
2. **Limits on Spending** Business and labor cannot make direct contributions, and contributions from individuals are limited to $2,300.
3. **Public Disclosure** Candidates, parties, and political action committees must keep records and report all contributions over $100 to the Federal Elections Commission.

Two loopholes exist in FECA regulations: soft money, or general purpose funds not designated to a particular candidate; and issue-advocacy advertisements, which support an issue rather than a particular candidate. In 2002 the Bipartisan Campaign Reform Act tried to control campaign spending by banning soft-money donations and putting limits on issue-advocacy advertisements.

**EXPANDING VOTING RIGHTS**

The right to vote, or suffrage, is the foundation of democracy in the U.S. In the 1700s only white males who owned property had the right to vote. In the 1800s state legislatures abolished the property requirements.

The Fifteenth Amendment, ratified in 1870, prohibited states from depriving any citizen of the right to vote on the basis of race or color. Southern states responded by setting up other obstacles to African American voters. Some imposed a poll tax—money that a citizen had to pay before voting. Others required voters to pass a literacy test.

The grandfather clause exempted citizens whose grandsfathers had voted before 1867 from these requirements. African Americans could not qualify because they did not have voting rights before 1867.

In the twentieth century, the federal government began taking action against these unfair restrictions.

In 1915 the Supreme Court declared the grandfather clause unconstitutional. The Twenty-fourth Amendment, ratified in 1964, outlawed poll taxes in national elections. In 1966 the Supreme Court banned their use in state elections. The Voting Rights Act of 1965 outlawed literacy tests.

The Voting Rights Act of 1965 and later voting rights laws empowered the federal government to register voters in any district where less than 50 percent of African American adults were on the voting lists. These laws allowed the federal government to intervene in places where local officials appeared to be discriminating. The voting rights laws also provided for poll watchers to ensure that votes were properly counted. As a result of these efforts, the percentage of African Americans registered to vote increased from 29 percent in the 1960s to more than 60 percent today.

(continued)
EXPANDING VOTING RIGHTS (continued)

The struggle for woman suffrage began in the 1830s, but by 1914 only eleven states had granted women the right to vote. Full woman suffrage was not achieved until 1920 with the ratification of the Nineteenth Amendment. The Twenty-sixth Amendment, ratified in 1971, lowered the voting age from 21 to 18.

INFLUENCES ON VOTERS

<table>
<thead>
<tr>
<th>FIVE MAJOR FACTORS INFLUENCE VOTERS’ DECISIONS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Personal Background</td>
</tr>
<tr>
<td>This factor includes upbringing, family, age, occupation, and income level. Education, religion, and racial or ethnic heritage are other background factors that might influence a voter’s decision. Many voters, however, are cross-pressured, which means that elements in their backgrounds might have conflicting influences on their final decisions.</td>
</tr>
<tr>
<td>Loyalty to a Political Party</td>
</tr>
<tr>
<td>Voters with the strongest allegiance to a party often vote a straight-party ticket—they select only candidates from that party. Weak party voters are more likely to switch their votes to the rival party from time to time. The number of independent voters, those who belong to no party, has increased in recent years.</td>
</tr>
<tr>
<td>Campaign Issues</td>
</tr>
<tr>
<td>Television and higher levels of education help modern voters to be more informed. Issues with the greatest influence include Social Security, health care, taxes, education, affirmative action, abortion, gun rights, and the environment.</td>
</tr>
<tr>
<td>The Voter’s Image of Candidate</td>
</tr>
<tr>
<td>The way voters perceive the issues is just as important as the issues themselves. The image of the candidates in the voters’ minds is closely related to public perception of the issues. Most voters want a president who appears to be trustworthy and strong.</td>
</tr>
<tr>
<td>Propaganda</td>
</tr>
<tr>
<td>Propaganda is information that is used to influence opinion. Propaganda is not necessarily untrue, but it is used to support a predetermined objective. The use of patriotic symbols and celebrity endorsements to sway voter opinions are examples of political propaganda.</td>
</tr>
</tbody>
</table>

People who vote regularly tend to have positive attitudes toward citizenship and government. The more educated people are, the more likely they are to vote. Middle-aged citizens have the highest voter turnout rates. Voter regularity also increases with income level.

Many U.S. citizens do not exercise the right to vote. The percentage of voters has declined since 1960.

Every state but one requires voters to register—officially record their names with local election boards before an election. Voter registration helps prevent election fraud. Once registered, a person remains eligible to vote unless he or she dies, moves, or fails to vote for a certain number of years. Some political experts have recommended a national registration system under which voters would not have to register again when they move.
**Elections and Voting**

**DIRECTIONS** In the space provided, write the word or phrase that best completes each sentence.

1. __________________ committees are organizations designed to support political candidates with campaign contributions.
2. The term __________________ money refers to general purpose funds not designated to a particular candidate.
3. To thwart the Fifteenth Amendment, many Southern states set up poll __________________ and __________________ tests.
4. African Americans could not qualify for the __________________ clause, an exemption to state voting requirements, because they did not have voting rights before 1867.
5. The __________________ Act of 1965 allowed the federal government to register voters in districts where local officials appeared to be discriminating.
6. Full __________________ suffrage was achieved in 1920 with the ratification of the Nineteenth Amendment.
7. In 1971 the Twenty-sixth Amendment lowered the voting age from _____________ to _____________.
8. __________________ voters are those who are not registered members of any political party.
9. The use of patriotic symbols and celebrity endorsements are examples of __________________ .
10. Every state but one requires voters to __________________ , officially record their names with local election boards before an election.

**Organizing Information** Write each of the factors that might influence voters’ decisions under the appropriate heading in the table.

<table>
<thead>
<tr>
<th>FACTORS INFLUENCING VOTER DECISIONS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Personal Background</td>
</tr>
<tr>
<td>health care</td>
</tr>
<tr>
<td>effective speaking style</td>
</tr>
<tr>
<td>movie star endorsements</td>
</tr>
<tr>
<td>college degree</td>
</tr>
</tbody>
</table>

**Critical Thinking** Answer the following question on a separate sheet of paper.

11. In what ways might voter registration prevent election fraud?
Interest Groups and Public Opinion

Interest Group Organization

Thousands of interest groups try to influence government actions. These groups provide campaign funds to candidates. They also work to pass laws that benefit their members. Many people believe that interest groups help citizens communicate their goals and concerns to the government. Others contend that they exert undue influence.

Interest group leaders plan strategy, raise funds, and act as spokespersons for the group. They keep members of the group informed of their activities through mailings and telephone calls. Some people join interest groups to promote individual economic interests. Others join because the group supports their views on some aspect of public policy.

Typical Interest Groups

<table>
<thead>
<tr>
<th>Interest Group</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Association of Manufacturers and the Chamber of Commerce</td>
<td>represent business groups</td>
</tr>
<tr>
<td>Committee on Political Education</td>
<td>represents the interests of union workers who belong to the AFL-CIO</td>
</tr>
<tr>
<td>American Farm Bureau Federation and the National Farmers’ Union</td>
<td>organizations for large and small farmers respectively</td>
</tr>
<tr>
<td>American Bar Association and the American Medical Association</td>
<td>represent lawyers and doctors respectively</td>
</tr>
<tr>
<td>Sierra Club and the National Wildlife Federation</td>
<td>environmentalist organizations</td>
</tr>
</tbody>
</table>

Public interest groups seek policy goals that benefit the general public. Public Citizen, Inc., for example, focuses on consumer safety issues, while Common Cause tries to reform the political system.

Foreign governments and companies also have interest groups that seek military aid, economic aid, or favorable trade agreements.

Affecting Public Policy

Interest groups try to influence policy through direct contact with government officials. This activity is called lobbying because the contact traditionally occurred in lobbies of capitols. Interest groups hire people called lobbyists to make this contact. Most lobbyists are former government officials, lawyers, or public relations experts. Former lawmakers cannot become lobbyists within one year of leaving Congress.

A 1946 law required lobbyists to register and file semiannual reports with Congress. The law, unfortunately, contained loopholes that Congress tried to close by passing the Lobbying Disclosure Act of 1995. In addition the Senate now forbids members to accept any gift worth more than $50 from a lobbyist.

Lobbyists provide policy makers with information supporting their group’s position. They testify before congressional committees and try to influence voting when a bill reaches the floor. Lobbyists also help draft almost 50 percent of all legislation.

Interest groups also encourage their members to write letters urging government officials to support or oppose specific policies. Some create media...
Chapter 18 Summary continued

AFFECTING PUBLIC POLICY (continued)

advertisements to gain public support. Two factors limit the effectiveness of interest groups:

- Competition among groups with conflicting interests keeps any single group from dominating the lobbying process.
- Generally the larger the group, the more diverse its members’ views are. This diversity prevents interest groups from adopting broad policy objectives.

SHAPING PUBLIC OPINION

The term public opinion refers to the ideas and attitudes a significant number of Americans hold on political issues. Three factors characterize American public opinion: (1) The diversity of the population contributes to a range of opinions on many issues. (2) Citizens communicate with government through interest groups, letters, and opinion polls. (3) “A significant number of U.S. citizens” in the context of public opinion means enough people to make government officials listen.

Several forces contribute to political socialization, the process by which individuals acquire their political beliefs:
- Family More than two-thirds of adults in the U.S. favor the political party their parents supported.
- Schools Education instills knowledge and democratic values.
- Peer Groups Friends and associates influence an individual’s opinions.
- Economic and Social Status Income, age, geographic region, race, and gender help shape political beliefs.
- The Media How the media depict groups can help discredit or reinforce stereotypes.

An ideology is a set of beliefs about government and society. Liberals believe the national government should be active in helping individuals and communities. Conservatives believe the government’s role should be limited. Most voters identify themselves as moderates, that is somewhere between liberal and conservative on most issues.

MEASURING PUBLIC OPINION

Opinion polls measure public attitudes. Straw polls are unscientific because they do not ensure that the sample, or group responding, accurately reflects the views of the public. Scientific polling involves three basic steps: (1) selecting a sample that is representative of a larger group; (2) wording the questions carefully; and (3) interpreting the results.

The larger group whose opinion is to be measured is called the “universe.” Pollsters question a representative sample, or a small group typical of the universe. To select the small group, they use random sampling, a technique in which every person in the poll’s universe has an equal chance of being selected.

In the 1970s Congress prohibited corporations and labor unions from making direct contributions to political campaigns. The government also set limits for political action committees (PACs)—organizations that raise money and provide support for a political candidate. Court rulings, however, limited government regulation of PACs. Affiliated PACs have ties to corporations, unions, or trade groups. Independent PACs are interested in a particular cause, such as the environment.

The 527 organizations, named from the tax code exemption it receives, urge voters to support a certain issue (and thus indirectly a certain candidate).
**Interest Groups and Public Opinion**

**Directions** Match each term in Column A with the statement that best applies to it in Column B. Write the correct letters in the space provided.

<table>
<thead>
<tr>
<th>Column A</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>public interest group</td>
</tr>
<tr>
<td>2.</td>
<td>lobbyists</td>
</tr>
<tr>
<td>3.</td>
<td>affiliated PAC</td>
</tr>
<tr>
<td>4.</td>
<td>independent PAC</td>
</tr>
<tr>
<td>5.</td>
<td>public opinion</td>
</tr>
<tr>
<td>6.</td>
<td>ideology</td>
</tr>
<tr>
<td>7.</td>
<td>liberal</td>
</tr>
<tr>
<td>8.</td>
<td>representative sample</td>
</tr>
<tr>
<td>9.</td>
<td>random sampling</td>
</tr>
<tr>
<td>10.</td>
<td>universe</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Column B</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>A.</td>
<td>Ideas and attitudes about government and political issues</td>
</tr>
<tr>
<td>B.</td>
<td>Insures that every person in the poll’s universe has an equal chance of being selected</td>
</tr>
<tr>
<td>C.</td>
<td>A belief that the national government should actively help individuals and communities</td>
</tr>
<tr>
<td>D.</td>
<td>Individuals who try to influence public policy through direct contact with government officials</td>
</tr>
<tr>
<td>E.</td>
<td>A set of basic beliefs about government and society</td>
</tr>
<tr>
<td>F.</td>
<td>PACs with ties to corporations, unions, or trade groups</td>
</tr>
<tr>
<td>G.</td>
<td>The larger group whose opinion is being measured in a poll</td>
</tr>
<tr>
<td>H.</td>
<td>Organization which seeks policy goals that will benefit the general public</td>
</tr>
<tr>
<td>I.</td>
<td>A small group typical of the larger group whose opinion is being measured</td>
</tr>
<tr>
<td>J.</td>
<td>A PAC interested in a particular cause</td>
</tr>
</tbody>
</table>

**Organizing Information** Write the name of each interest group near the type of political action committee which it best represents.

**Political Action Committees**

- Affiliated
  - Committee on Political Information
  - National Association of Manufacturers
- Independent
  - Chamber of Commerce
  - National Wildlife Federation
  - Sierra Club
  - Common Cause

**Critical Thinking** Answer the following question on a separate sheet of paper.

11. What kinds of information do you think lobbyists might be required to include in the reports they file with Congress?
Chapter Summary

The Media and Politics

★ HOW MEDIA IMPACT GOVERNMENT

The president and the mass media have a mutually beneficial relationship. The president receives far more news coverage than all other government officials combined. The media, in turn, allow presidents to communicate directly with the public.

Congress and the federal courts receive far less media attention than does the president. Their slow, complicated activities are not dramatic enough for television. Confirmation hearings, oversight activities, or the personal lives of lawmakers may become the focus of media attention if there are allegations of scandal.

- Candidates for major office must be telegenic—project a pleasing image on camera.
- Political unknowns who skillfully use television can quickly become serious candidates.
- Television allows celebrities, whom voters instantly recognize, to run for office without working their way up through a party’s organization.
- The media stress “horse-race coverage” of presidential primaries. They focus on “winners” and “losers” rather than on issues. Front-runners, or early winners, can attract financial support for their campaigns. Early “losers” may be forced to drop out.
- Candidates spend huge sums on spot advertising—brief, televised commercials that present positive images of the candidate or negative images of the opposition.
- Television has also made candidates more dependent on financial contributors to help fund their campaigns.
- The issues emphasized by the media play a large role in defining the public agenda—societal problems that both citizens and government agree need attention.

★ REGULATING PRINT AND BROADCAST MEDIA

The Federal Communications Commission, or FCC, regulates interstate and international communications by radio, television, telephone, telegraph, cable and satellite. It also grants licenses to radio and television stations. The FCC cannot censor broadcasts. It can, however, make rules in the public interest. Stations that violate these rules can be fined or have their licenses revoked.

The extent of FCC content regulation varies in response to changing technology, court rulings, and changes in the political climate. For example, the controversial fairness doctrine, which required broadcasters to guarantee equal airtime to both sides of a controversial issue, was abandoned in 1987.

The federal government set rules for media ownership to prevent monopolies in large cities, but in 1996, the Telecommunications Act relaxed many of these FCC controls. This law aimed to increase competition; it also included limits on violent and obscene content. The George W. Bush administration strengthened laws against obscene content, but to date there is no evidence that these laws have been actively implemented.

(continued)
The Internet is rapidly becoming a new type of global mass medium with a major impact on American government and politics. The Internet has the power to reach a widespread and diverse global audience while supporting interactive communications among many people at once. This makes it possible to quickly mobilize large numbers of people in support of a political candidate or issue.

Citizens can use the Internet to access government services and information through political web sites, electronic mailing lists, e-government, and legislative databases. Furthermore, the Internet increases citizen participation by allowing for increased interaction with government officials, the rapid spread of current political information through action alerts and petitions, the development of grassroots web sites, and increased volunteer opportunities. Many states are even researching and developing electronic voting programs that will allow citizens to vote online in primary and general elections.

The rise of the Internet has also presented several challenges for public policy. While freedom of expression on the Internet is guaranteed by the First Amendment, government must find ways to protect children from offensive material online. Controversy also exists between state and local governments and some companies about whether to tax E-commerce, or the sale of goods and services online.
The Media and Politics

**DIRECTIONS** In the space provided, write the word or phrase that best completes each sentence.

1. The ______________________ include all the means for communicating information to the general public.
2. The ______________________ is a major source of information for individuals with computers.
3. A ______________________ is a meeting at which journalists come prepared to ask questions.
4. Media ______________________ are visually interesting appearances designed to reinforce the president’s position on an issue.
5. Political ______________________ who make skillful use of television can quickly become serious candidates for high office.
6. The media stress ______________________ coverage of presidential primaries, focusing on “winners” and “losers,” rather than on issues.
7. The media play a large role in defining the public ______________________—societal problems that both citizens and government agree need attention.
8. The Federal ______________________ Commission (FCC) licenses radio and television stations and regulates them in the public interest.
9. The ______________________ doctrine required television and radio stations to provide reasonable opportunities for expressing opposing points of view.
10. The ______________________ Act of 1996 relaxed limits on media ownership while trying to combat violent or obscene content in the media.

Organizing Information Imagine you are a television reporter attending a presidential press conference. In the space provided below, list at least three policy areas and formulate questions to ask the president about those areas.

<table>
<thead>
<tr>
<th>POLICY AREAS</th>
<th>QUESTIONS</th>
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<tbody>
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<td></td>
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</tr>
</tbody>
</table>

Critical Thinking Answer the following question on a separate sheet of paper.

11. Do you think the Internet has had a positive or negative impact on politics and government? Why?
Approximately ninety cents of every dollar in government revenue comes from taxes—payments by individuals and businesses to support government activities.

- Individual income tax provides about 45 cents out of every dollar raised. This income tax is a progressive tax—people with higher incomes pay a higher percentage in taxes. The income tax is levied on a person’s taxable income, which is the total income after certain deductions and personal exemptions have been subtracted.

- Corporate income taxes account for about 14 percent of government revenues. Nonprofit organizations, such as churches and colleges, are exempt from these taxes.

- Social insurance taxes pay for programs such as Social Security and Medicare. These taxes contribute about 33 cents of every tax dollar collected.

- Excise taxes are taxes on the manufacture, transportation, sale, or consumption of goods and services. The government imposes excise taxes on many items such as cigarettes and liquor.

- Customs duties, also known as tariffs, are levied on many goods imported into the United States. Customs duties provide about two cents of every tax dollar.

- The federal government also taxes estates—the assets (property and money) of a person who dies—and gifts of money from a living person if the estate or gift is more than a specified limit. Groups sometimes persuade Congress to write special exemptions into the tax laws. Critics call these provisions tax loopholes. The Tax Reform Act of 1986 attempted to reduce loopholes by simplifying tax laws.

In addition to collecting taxes, the federal government raises money by borrowing. In 1996 borrowing accounted for about 10 cents of every dollar raised by the government.

The Budget and Accounting Act of 1921 gave the president responsibility for overseeing the preparation of the budget. The federal government operates on a fiscal year—a 12-month period that begins on October 1 of one year and ends on September 30 of the following year. Preparation of the budget for any given fiscal year begins 19 months in advance and follows these steps:

- Each federal agency draws up its spending plans and sends these requests to the Office of Management and Budget (OMB).

- The president reviews these plans and returns them with guidelines for preparing final budgets.

- The agencies modify their original requests to fit the president’s guidelines. The OMB officials and agency heads negotiate funding reductions or increases.

- The OMB submits a complete budget document to the president for final review. The president may make some changes before sending it to Congress.

- The House and Senate Budget Committees review the president’s proposals and prepare a concurrent resolution that sets forth the federal spending and tax plan for the coming fiscal year.

- Various congressional committees reconcile, or fit, the plans in the concurrent resolution to existing programs. Then they draft a reconciliation bill that the House and Senate must approve.

- The House passes an appropriations bill which sets aside money for the expenditures approved.

(continued)
Government spending includes: (1) interest on the national debt; (2) direct benefit payments to individuals; (3) national defense; and (4) grants to states and local communities.

- Almost one-half of every dollar spent by the federal government goes to support health care and social programs.
- In the 1990s, the government reduced defense funding, but it has risen again and was 20.5 percent of the budget in 2007.
- Federal grants to state and local governments help fund services ranging from road repair to school lunch programs.

The government uses fiscal policy and monetary policy to manage the economy. Fiscal policy uses taxation and spending to influence the economy. By reducing taxes, the government gives investors and consumers more money to spend. This spending can create jobs.

Monetary policy involves influencing the economy through control of the money supply and credit. The Federal Reserve System, known as the Fed, exercises this control. The Fed, which is divided into 12 districts, is the central banking system of the United States. When people or corporations need money, they borrow from a bank. When banks need money, they go to the Fed.

Some experts use the term incrementalism to describe the budget-making process. Incrementalism means that generally the total budget changes only in small degrees, or increments, each year. Most agencies can assume that they will receive at least the same amount of money that was appropriated the previous year.

A seven-member Board of Governors supervises the Fed. The president, with Senate approval, appoints these governors. Once appointed, Federal Reserve governors have extensive freedom to make economic decisions independent of political influence. The Board of Governors uses three tools to control the nation’s money and credit policies:

- The Fed can raise or lower the discount rate. The discount rate is the interest rate that the Fed charges banks for loans. High discount rates mean banks will borrow less money and have less money to lend consumers.
- The Fed may raise or lower the reserve requirement. The reserve requirement is the percentage of its deposits that a member bank must keep in Federal Reserve Banks. The higher the reserve requirement, the less money banks have to lend.
- The Fed can engage in open-market operations—it can buy or sell government securities. If the Fed buys government securities, individual investors must turn to private ventures, which puts more money into the economy. If the Fed sells government securities, investors buy them, which takes money out of the economy.
**Taxing and Spending**

**DIRECTIONS** Match each term in Column A with the statement that best applies to it in Column B. Write the correct letters in the spaces provided.

<table>
<thead>
<tr>
<th>COLUMN A</th>
<th>COLUMN B</th>
</tr>
</thead>
<tbody>
<tr>
<td>taxable income</td>
<td>A. Levied on the assets (property and money) of a person who dies</td>
</tr>
<tr>
<td>social insurance taxes</td>
<td>B. Pay for programs such as Social Security and Medicare</td>
</tr>
<tr>
<td>excise taxes</td>
<td>C. The government influences the economy through control of the money supply and credit</td>
</tr>
<tr>
<td>estate taxes</td>
<td>D. Every budget item must automatically be cut if the president and Congress cannot agree on reductions</td>
</tr>
<tr>
<td>loopholes</td>
<td>E. The interest rate that the Federal Reserve System charges banks for loans</td>
</tr>
<tr>
<td>Gramm-Rudman-Hollings (GRH)</td>
<td>F. The total income of an individual after certain deductions and personal exemptions are subtracted</td>
</tr>
<tr>
<td>fiscal policy</td>
<td>G. Special exemptions in tax laws that favor specific groups</td>
</tr>
<tr>
<td>monetary policy</td>
<td>H. Levied on the manufacture, transportation, sale, or consumption of many goods and services</td>
</tr>
<tr>
<td>Federal Reserve System</td>
<td>I. The central banking system of the United States</td>
</tr>
<tr>
<td>discount rate</td>
<td>J. Taxation and spending used to influence the economy</td>
</tr>
</tbody>
</table>

**Organizing Information** Write each step in the correct order on the flowchart.

**FEDERAL BUDGET PROCESS**

1. concurrent resolution
2. OMB/agency negotiations
3. reconciliation bill
4. appropriations bill
5. president’s guidelines
6. initial agency spending plans

**Critical Thinking** Answer the following question on a separate sheet of paper.

11. How do you think banks and consumers might react if the Federal Reserve System lowers the prime interest rate?
Social and Domestic Policy

**BUSINESS AND LABOR POLICY**

**REGULATORY MEASURES THAT PROTECT CONSUMERS**

- The Pure Food and Drug Act of 1906 regulates processing and labeling of food and drugs.
- The Consumer Product Safety Commission guards against injuries caused by hazardous products.
- The Securities and Exchange Commission regulates stock and bond trading.

The United States today promotes low tariffs and free trade. The North American Free Trade Agreement (NAFTA), signed by the United States, Canada, and Mexico in 1994, was designed to eliminate trade restrictions among the three nations.

The government protects U.S. business through subsidies:
- Tax incentives allow companies to deduct certain kinds of expenses.
- Government loans at low interest rates provide funds for businesses.
- The government provides cash payments to businesses whose operations are vital to the public.
- Businesses receive free services, such as weather information and census reports.

In the late 1800s several corporations in major industries combined to form one giant enterprise—a trust. A trust could gain a monopoly—complete control of a product, industry, or service. Congress responded by creating the Interstate Commerce Commission, the first federal regulatory agency. Congress also passed the Sherman Antitrust Act, which banned monopolies, and the Clayton Antitrust Act, which defined unfair business practices. Congress also established the Federal Trade Commission (FTC) to enforce the Clayton Act.

Federal laws established the minimum wage, prohibited child labor, and guaranteed workers’ collective bargaining rights. The Wagner Act created the National Labor Relations Board to end unfair labor practices. The Taft-Hartley Act banned the closed shop, in which employers could hire only union members. It permitted union shops, where employees must join a union after being hired, in states that did not have “right to work” laws. Right to work laws require open shops where workers decide whether or not to join a union. The Landrum-Griffin Act of 1959 protects union members from corrupt leadership.

**AGRICULTURE AND THE ENVIRONMENT**

How the government has aided agriculture:

- The Morrill Act granted federal lands to states that agreed to establish agricultural colleges.
- The Homestead Act gave land to any individual willing to farm it.
- The Agriculture Adjustment Act provided loans to farmers and encouraged crop rotation.
- The Rural Electrification Administration brought electricity and telephones to farms and rural areas.
- The Department of Agriculture helps farmers improve agricultural methods. It uses three methods to stabilize farm prices: price supports, acreage allotment, and marketing quotas.
Chapter 21 Summary continued

Agriculture and Environment (continued)

Federal laws created the Environmental Protection Agency (EPA) and other legislation that requires states to set clean air standards:
• automobile manufacturers, chemical industries, and power companies must reduce emissions;
• communities with serious air pollution problems must take corrective measures;
• dangerous materials must not be discharged into navigable waters.

As costs grew, state and local leaders complained about unfunded mandates, or programs ordered but not paid for by federal legislation. In response, Congress restricted the ability of the federal government to impose such mandates.

Health and Public Assistance

Social insurance programs help elderly, ill, and unemployed citizens. The Social Security Act created a system with three components: Social Security; a health-insurance program, called Medicare; and unemployment insurance.

An equal tax on employers and employees finances Social Security and most of Medicare. The basic Medicare plan pays most hospital bills. A supplemental plan, available at extra cost, helps pay related expenses. A 2003 reform added prescription drug coverage to the plan. In 1983 Congress voted to raise the retirement age to 67 by the year 2027, increased payroll taxes, and taxed some retirement benefits.

Public assistance programs distribute public money to low-income people. Supplemental Security Income provides monthly benefits to anyone 65 or older and to individuals with disabilities who have little or no regular income. The food stamp program increases the food-buying power of low-income people. Medicaid helps pay medical bills for individuals with low incomes.

Congress created the Job Opportunities and Basic Skills program in 1988 to help people move from public assistance to employment through education and job training. A 1996 welfare reform law ended the Aid to Families with Dependent Children, established work requirements for welfare recipients, and placed time limits on eligibility. The new program was called TANF (Temporary Assistance for Needy Families). It gave states more flexibility to operate their own welfare programs.

Government-Funded Public Health Agencies

• The Public Health Service operates programs that promote good health.
• The Centers for Disease Control works to prevent the spread of infectious diseases.
• The Food and Drug Administration runs safety tests on samples of food and drug products.

Education, Housing, and Transportation

Federal aid to local public schools in direct grants totaled $1.6 billion in a recent year. Another $17 billion goes to institutions of higher learning. In 2000, George W. Bush supported the NCLB law (No Child Left Behind law), which aimed to improve student performance by rewarding schools and teachers with good test scores. NCLB’s success has been difficult to measure.

The Federal Housing Administration helps low and middle income families purchase homes by guaranteeing home mortgage loans.

Urban renewal programs help rebuild deteriorating areas. Federal mortgage insurance is available to developers who build in an urban renewal area.

Public housing programs help local governments provide low-income housing.

The Department of Transportation coordinates transportation policies. Its Federal Aviation Administration ensures the safety of air travel. Other agencies oversee highway maintenance, the railroads, and highway safety.

Mass transit systems include subways, commuter rail lines, and buses. The Urban Mass Transit Administration administers programs aimed at improving these systems in urban areas.


**CHAPTER SUMMARY Activity**

**Social and Domestic Policy**

**DIRECTIONS** In the space provided, write the word or phrase that best completes each sentence.

1. In a ________________, several corporations combined to form one giant enterprise.
2. A trust could gain a ________________, complete control of a product, industry, or service.
3. In a ________________ shop, employers could hire only union members.
4. The Department of Agriculture uses three methods to stabilize farm prices: price ________________, acreage allotment, and marketing ________________.
5. ________________ mandates refers to federal programs ordered, but not paid for, by the government.
6. ________________ programs help elderly, ill, and unemployed citizens.
7. ________________ programs distribute public money to low-income people.
8. The Job Opportunities and Basic Skills program helps people move from public assistance to ________________ through education and training.
9. Urban ________________ programs help rebuild deteriorating urban areas.
10. The Federal Aviation Administration ensures the safety of ________________.

**Organizing Information** Complete the chart by matching the issues on the left with the actions below.

<table>
<thead>
<tr>
<th>GOVERNMENT ACTIONS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Business</td>
</tr>
<tr>
<td>Labor</td>
</tr>
<tr>
<td>Agriculture</td>
</tr>
<tr>
<td>Environment</td>
</tr>
<tr>
<td>Education</td>
</tr>
<tr>
<td>Housing</td>
</tr>
<tr>
<td>Transportation</td>
</tr>
</tbody>
</table>

- funds urban renewal programs
- requires emissions reductions
- provides grants to colleges
- promotes highway safety
- encourages crop rotation
- prohibits monopolies
- sets a minimum wage

**Critical Thinking** Answer the following question on a separate sheet of paper.

11. In what way do you think consumers benefit from low import tariffs and fewer restrictions?
Foreign Policy and Defense

**DEVELOPMENT OF FOREIGN POLICY**

Foreign policy consists of the strategies and goals that guide a nation’s relations with other countries. Specific strategies change periodically in response to new developments. The long-term goals, however, remain a constant reflection of a nation’s ideals and its self-interests.

Preserving national security is the main goal of foreign policy. National security is the protection of a nation’s borders against invasion or control by foreign powers. Maintaining trade and access to resources are other goals. The United States supports free trade as a means to those goals. The United States tries to achieve this goal by:

- settling disputes through cooperation;
- providing economic and humanitarian aid to keep other countries politically stable;
- supporting the spread of democracy.

At first the United States pursued a policy of isolationism—avoiding involvement in world affairs. As an industrialized nation in the 1890s, the United States shifted toward internationalism— involvement in world affairs. As part of this strategy, the United States acquired overseas territories.

**SHARED FOREIGN POLICY POWERS**

The Constitution makes the president the commander in chief of the armed forces. The president appoints ambassadors, grants recognition to foreign governments, and makes treaties—formal agreements between governments.

- The secretary of state oversees the nation’s diplomatic activities.
- The secretary of defense supervises its military activities.
- The national security adviser directs the National Security Council.

The United States was drawn into World War I in 1917. Disillusioned by the failure to achieve democratic ideals abroad, the U.S. returned to isolationism after the war. The nation avoided international involvement as militaristic aggressors came to power in Germany, Italy, and Japan, but entered World War II in 1941 and returned to internationalism. Afterwards the United States led the world’s non-Communist nations against the Soviet Union and its Communist allies. This rivalry led to the Cold War—a war of threats—and mutual distrust.

The containment policy meant sending economic aid to support anti-Communist governments. Cold War tensions also drew the United States and the Soviet Union into an arms race— developing huge destructive weapons arsenals. U.S. troops fought to support non-Communist governments in South Korea and South Vietnam.

When the Soviet Union collapsed in 1989, Communist governments fell throughout Europe, and the Cold War ended. In the 1990s, the United States took action in Iraq, Somalia, Haiti, and the former Yugoslavia to protect American trade interests, encourage democracy, and advance human rights. The 2001 terrorist attacks on America began the War on Terrorism and a preemptive war in Iraq.

- The Central Intelligence Agency collects and analyzes information about other nations.

Only Congress can declare war; however, presidents have committed U.S. troops to combat without a formal declaration of war. Congressional concern over this presidential authority led to passage of the War Powers Act in 1973, which limits the presidential use of troops without congressional consent. Congress appropriates money and, therefore, can deny or put conditions on presidential requests for aid to foreign nations. The Senate must confirm diplomatic appointments and ratify treaties.

(continued)
**SHARED FOREIGN POLICY POWERS** (continued)

Presidents can sign executive agreements—pacts between the president and a foreign head of state. They have the same legal status as treaties but do not require Senate ratification. In times of crisis, the president’s foreign policies usually enjoy bipartisan, or two-party, congressional support.

**STATE AND DEFENSE DEPARTMENTS**

The Department of State, which is managed by the secretary of state:

- promotes the long-range security of the United States;
- informs the president on international issues;
- maintains diplomatic relations with foreign nations;
- negotiates treaties;
- protects the interests of U.S. citizens abroad.

Six assistant secretaries direct bureaus organized by geographic region. Most department employees are Foreign Service Officers assigned to posts in other countries. An embassy, located in a foreign capital, houses the ambassador and staff. An embassy makes communication between governments easier by sharing information. Closing an embassy represents the strongest sign of displeasure a government can show short of war. Consulates in foreign cities promote U.S. business interests and safeguard U.S. citizens traveling in the host country. A consul heads each consulate.

The Department of Defense supervises the armed forces and, in times of crisis with foreign governments, advises the president about military options. The secretary of defense and the other top officials in the department are all civilians. Its major divisions include the Departments of the Army, the Navy, and the Air Force. A civilian, assisted by senior military officers, heads each of these branches. The Marine Corps has its own identity under the jurisdiction of the Navy. The Joint Chiefs of Staff provide military advice to the president. This group consists of the top ranking officer from each of the three branches and the Marine Corps, plus a fifth senior officer that the president appoints as chairman.

**FOREIGN POLICY IN ACTION**

Nations sign mutual defense alliances, agreeing to support each other in case of attack. Multilateral treaties—agreements signed by several nations—commit the United States to the defense of three regions.

- **The North Atlantic Treaty Organization (NATO)** allied the United States with western European nations. NATO countered the Communist nations aligned with the Soviet Union. Since the end of the Cold War, NATO has opened membership to several former Soviet satellite nations, formed a partnership with Russia, and expanded its mission to include global crisis intervention and peacekeeping.

- **The United States and most Latin American nations are allied in the Rio Pact.** A related treaty established the Organization of American States (OAS). OAS members are committed to mutual economic development and the peaceful resolution of disputes.

- **The ANZUS pact,** which once included New Zealand, allies the United States with Australia.

The United States has also signed many bilateral treaties—ones that involve only two nations. The objective of treaties is collective security, in which participating nations agree to take joint action if any one of them is attacked. In the interest of collective security, U.S. leaders offer friendly nations loans to buy U.S. weapons. They also offer economic aid to forge friendly ties with developing nations. Sanctions are another diplomatic strategy. Imposing sanctions means restricting trade or withholding aid to force a foreign government to cooperate.
**Chapter Summary Activity**

**Foreign Policy and Defense**

**Directions** Match each term in Column A with the statement that best applies to it in Column B. Write the correct letters in the spaces provided.

<table>
<thead>
<tr>
<th>Column A</th>
</tr>
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<tbody>
<tr>
<td>1. foreign policy</td>
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<tr>
<td>2. national security</td>
</tr>
<tr>
<td>3. isolationism</td>
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<tr>
<td>4. internationalism</td>
</tr>
<tr>
<td>5. preemption</td>
</tr>
<tr>
<td>6. bipartisan</td>
</tr>
<tr>
<td>7. embassy</td>
</tr>
<tr>
<td>8. consulate</td>
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<tr>
<td>9. collective security</td>
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<tr>
<td>10. sanctions</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Column B</th>
</tr>
</thead>
<tbody>
<tr>
<td>A. United States strategy to strike first against any state or group that might threaten the nation with weapons of mass destruction.</td>
</tr>
<tr>
<td>B. Under this system, participating nations agree to take joint action against a nation that attacks any one of them.</td>
</tr>
<tr>
<td>C. This type of diplomatic office promotes U.S. business interests and safeguards U.S. citizens traveling in the host country.</td>
</tr>
<tr>
<td>D. These measures restrict trade or withhold aid to force a foreign government to cooperate.</td>
</tr>
<tr>
<td>E. This term refers to two-party congressional support.</td>
</tr>
<tr>
<td>F. This consists of the strategies and goals that guide a nation’s relations with other countries and groups.</td>
</tr>
<tr>
<td>G. Under this kind of foreign policy, a nation becomes involved in world affairs.</td>
</tr>
<tr>
<td>H. The primary function of this kind of office is to make diplomatic relations easier by sharing information.</td>
</tr>
<tr>
<td>I. This means protection of a nation’s borders against invasion or control by foreign powers.</td>
</tr>
<tr>
<td>J. Under this kind of foreign policy, a nation avoids involvement in world affairs.</td>
</tr>
</tbody>
</table>

**Organizing Information** Write the letter of each item associated with the secretaries of state and defense in the appropriate space in the diagram.

- K. oversees diplomatic activities
- L. supervises the Joint Chiefs of Staff
- M. reports to the president
- N. oversees military activities
- O. helps plan foreign policy
- P. supervises Foreign Service Officers

**Critical Thinking** Answer the following question on a separate sheet of paper.

11. What safeguards in the U.S. system of government insure that the military is subordinate to civilian leadership?
Structure and Function of State Government

★ STATE CONSTITUTIONS ★★★★★★★★★★★★★★★★★★★★★★★★★★★★★★★★★

State constitutions:

- provide for separation of powers among three branches—legislative, executive, and judicial;
- establish local governments and define their powers and duties;
- specify the kinds of taxes that may be levied and limit the ways certain revenues may be spent;
- establish boards and commissions that directly affect citizens’ lives;
- contain a bill of rights; many include protections not in the national Constitution.

State constitutions can be amended in four ways. Every state legislature can propose an amendment. Eighteen states allow a popular initiative in which a percentage of registered voters can petition to have the proposed amendment considered. A constitutional convention, a gathering of citizens who are usually elected, can propose amendments. Many states allow constitutional commissions—appointed experts—to propose amendments. All states but one require that amendments be ratified by popular vote.

★ THE THREE BRANCHES ★★★★★★★★★★★★★★★★★★★★★★★★★★★★★★★★★

Most state constitutions defined the county as the basic voting district without regard to population. In 1964 the Supreme Court issued the “one person, one vote” ruling, which requires that voting districts be based on roughly equal populations. State legislators are elected from legislative districts.

State legislatures have the power to tax and spend, pass laws, and check the powers of the state executive branch. Every state but one, Nebraska, has a bicameral legislature—one with two houses.

Most state legislatures are organized like the United States Congress but on a smaller scale. A Speaker of the House presides over the lower chamber and appoints committee members. Either a lieutenant governor or a chosen member presides over state senates.

The legislative process is similar at the state and federal levels. Any lawmaker may introduce a bill, but committees do most of the legislative work. After an identical bill is approved by both chambers, it goes to the governor for signature. About one-fourth of the bills introduced each year become laws.

Every state has an executive branch headed by a governor. Governors carry out state laws, oversee preparation of the budget, plan for economic growth, and manage the executive departments.

They propose legislation and appoint some state judges. Governors also negotiate interstate compacts—cooperative agreements among states. All governors function as commander in chief of the state National Guard, which maintains law and order in emergencies. All governors have the veto power, and they can also exercise item vetoes, or reject only part of a bill.

Most states have a lieutenant governor, an office similar to the vice president. The attorney general supervises a state’s legal affairs. The secretary of state is in charge of all official state documents. The state treasurer manages revenues and expenditures.

State judicial systems usually include:

- minor courts that hear a broad range of civil matters and petty crimes;
- general trial courts that hear civil matters and cases involving serious crimes;
- appeals courts that review the decisions of lower courts;
- a supreme court that interprets the state constitution and is the court of final appeal on state law.
**STATE GOVERNMENT POLICY**

State governments frequently offer incentives, such as tax credits, to attract new businesses. They also regulate many business activities, especially those that involve banking, insurance, and public utilities. A public utility is an organization that supplies necessary services, such as electricity. States protect consumers from unfair trade practices and set standards for factory safety, child labor, and minimum wages. State governments provide workers’ compensation, payments to people unable to work because of a job-related injury, and unemployment compensation benefits.

State governments must strike a balance between economic development and environmental protection. They regulate industries whose waste products will cause pollution. Most have waste-management programs. State governments are also concerned with the conservation and protection of natural resources and wildlife. Many states preserve waterways; limit strip mining, which destroys topsoil; and prohibit industrial development on certain lands.

State criminal codes define felonies, or serious crimes, and punishments, but local governments are mainly responsible for enforcing those laws. Mandatory sentencing is a system of fixed, required sentences for certain crimes. Shock incarceration involves shorter sentences in a military-style environment. House arrest requires that an offender be confined to his or her home.

Health, education, and welfare programs account for 60 percent of state expenditures. Local school districts administer public education, but the state sets many policies regarding attendance and graduation requirements. State health services work in five broad areas:

- personal health;
- health resources;
- laboratories;
- aid to local health departments;
- environmental health, or pollution control and waste management.

Public welfare, or human services, refers to government efforts to maintain basic health and living conditions for people who have insufficient resources. Four federal programs help state governments provide these services. One of them, Medicaid, provides money to help people who cannot afford necessary medical services. Most states also administer general assistance programs for individuals who do not fall into federally mandated categories of eligibility.

**FINANCING STATE GOVERNMENT**

Taxes raise almost half the revenue of state governments. A general sales tax is levied on a broad range of items. A selective sales tax, or excise tax, is imposed on certain items such as gasoline. Most states levy personal and corporate income taxes. States also impose various other taxes and collect license fees; most operate lotteries.

Intergovernmental revenue, or money distributed by one level of government to another, accounts for 20 percent of state revenues. Grants-in-aid are sums provided for specific purposes. State officials prefer block grants—money provided for general purposes—because they offer more freedom in how funds can be spent. Recently federal funding to state governments has declined, but regulatory mandates have increased. A mandate is a formal order given by a higher authority. In response to complaints about unfunded mandates, Congress curbed many federal requirements with the Unfunded Mandate Reform Act (UMRA).

States borrow money by issuing bonds. A bond is a contractual promise to repay a certain sum plus interest by a specified date. In most states voters must approve new bond issues.
Structure and Function of State Government

**DIRECTIONS** In the space provided, write the word or phrase that best completes each sentence.

1. Every state constitution contains a _______________ of ________________; many include protections not in the national Constitution.

2. A constitutional _______________ is a gathering of citizens, who are usually elected, to propose amendments to a constitution.

3. The Supreme Court’s one person, _______________ ruling requires that voting districts be based on roughly equal population.

4. Every state has an executive branch headed by a _______________, who carries out state laws.

5. Forty-four states have _______________, an office similar to that of vice president.

6. In state court systems, general _______________ courts hear civil matters and cases involving serious crimes.

7. A _______________ is an organization that supplies necessary services, such as electricity.

8. _______________, _______________, and welfare programs account for 60 percent of state expenditures.

9. _______________ raise almost one-half of state revenues.

10. _______________ revenue, or money distributed by one level of government to another, accounts for 20 percent of state revenues.

**Organizing Information** Write the responsibilities associated with each branch of state government under the appropriate heading.

<table>
<thead>
<tr>
<th>STATE GOVERNMENT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Legislative</td>
</tr>
<tr>
<td></td>
</tr>
</tbody>
</table>

- hears cases involving crimes
- passes laws
- negotiates interstate compacts
- commands National Guard
- levies taxes and approves spending
- interprets the state constitution

**Critical Thinking** Answer the following question on a separate sheet of paper.

11. What kinds of policies do you think states may set with respect to school attendance and graduation requirements?
Structure and Function of Local Government

**STRUCTURE OF LOCAL GOVERNMENT**

Local governments depend on the state government that establishes them. State constitutions set forth the powers of local governments and the form of government a locality may adopt.

The county, normally the largest political subdivision of a state, traditionally has exercised the greatest influence in rural areas and in the South. An elected county board governs most counties. It makes decisions concerning the budget, taxes, and zoning codes. County governments also supervise elections, issue licenses, and oversee county public services.

Townships, which exist mostly in New England and the Midwest, are usually subdivisions of counties. In some states, the primary functions of township government are road construction and maintenance. In others, they provide a wide variety of services. A municipality is an urban unit of government, such as a town, borough, city, or urban district, that has legal rights granted by the state through a charter. A special district is a unit of local government created to carry out a specific function, such as a school district.

A municipal government forms when a state legislature grants it permission to incorporate. Generally a community must have a certain minimum population and present petitions signed by a specific number of residents. After approval, the state issues a charter, defining the rights and powers of the municipal corporation.

The most common municipal government is the mayor–council form. The chief executive is an elected mayor, and an elected council wields legislative powers. Council members may represent individual districts or be elected by the city at large. In a strong-mayor system, the mayor has veto powers and can take many actions without council approval.

The commission form of municipal government combines executive and legislative powers in an elected commission. Each commissioner heads a specific executive department. The council-manager form of municipal government has an elected council which appoints a manager as chief executive. Most managers are trained public administrators. Managers answer to the council.

**SERVING LOCALITIES**

<table>
<thead>
<tr>
<th>SERVICES PROVIDED BY LOCAL GOVERNMENTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Provide most of the money for and make key decisions about public schools.</td>
</tr>
<tr>
<td>Provide police protection, the second largest expenditure after utilities.</td>
</tr>
<tr>
<td>Provide fire protection—either through volunteer or professional firefighters.</td>
</tr>
<tr>
<td>Mandate and implement zoning laws to regulate land and building use. The zoning board may rule that certain districts be used only for homes or for businesses. Zoning laws allow the local government to regulate growth, preserve neighborhoods, and prevent the decrease of land values.</td>
</tr>
<tr>
<td>Oversee water service. Smaller communities may contract with private companies to supply water. Pollution or shortages may require special regulations that restrict use or limit consumption.</td>
</tr>
<tr>
<td>Provide sanitation services. The high costs of maintaining sewage treatment plants have forced some smaller communities to contract with private companies for sewage and sanitation services.</td>
</tr>
<tr>
<td>Provide and encourage the use of mass transit to reduce pollution and road maintenance costs.</td>
</tr>
<tr>
<td>Offer social services. The unemployed receive cash and help finding new jobs. Public assistance provides cash to needy people and pays hospital costs for those who cannot afford medical attention.</td>
</tr>
</tbody>
</table>

(continued)
A metropolitan area includes a large city, its surrounding suburbs, and possibly outlying towns. A suburb is a densely settled territory adjacent to a city. A suburb may be called a village, a town, or a city, usually with its own government.

Local governments sometimes establish special districts to provide specific services. A school district is an example. A school board sets policies, hires the superintendent, and oversees the budget. Special districts sometimes handle problems, such as sewage disposal, because they may not be subject to the strict financial limitations that states impose on local governments.

Taxes on real property account for two-thirds of all local tax revenue. Real property includes land and buildings. The government determines how much tax is owed by assessing the market value of the property. Market value is the amount of money the owner may expect to receive if the property is sold. Other sources of revenue include income taxes, sales taxes, fees, and state and federal aid. States also permit local governments to borrow money.

When people and industries move to the suburbs, as has happened since the 1950s, inner-city neighborhoods often deteriorate. Federal urban renewal programs have replaced some existing housing with giant apartment complexes. Urban renewal projects discouraged private investment in residential construction. As a result, fewer total housing units were available in urban areas, and living costs increased.

Homelessness, crime, and drug abuse are other serious problems facing cities. Most homeless people have serious health problems, such as alcoholism, drug addiction, or mental illness. Providing care and rehabilitation for these people is another burden on already strained municipal budgets.

In attempts to reduce budget deficits, the federal government has reduced aid to cities. Some critics have suggested that the nation should focus on promoting suburban areas and let cities solve their own problems.

Infrastructure refers to the basic framework on which something rests. Streets, water pipes, sewers, bridges, and public buildings are part of a city’s infrastructure. In older cities, the infrastructure shows severe signs of wear. Repairing it will mean huge expenditures.

Economic development is critical in cities that have lost businesses. Some cities are trying to address this need through revitalization—large investments in new facilities that promote economic growth. Municipal leaders also offer tax incentives to attract businesses.

Urban problems can also be addressed through regional reorganization into a metropolitan government. Some believe that one government for an entire metropolitan area could lower costs, reduce waste, and eliminate duplication of services.
Structure and Function of Local Government

**DIRECTIONS** In the space provided, write the word or phrase that best completes each of the following sentences.

1. Local governments are entirely dependent on the ___________ that establishes them.
2. A county ______________ usually governs a county, making decisions concerning the county budget, taxes, and zoning codes.
3. In some states, the primary functions of _______________ government are road construction and maintenance; in others, they provide a wide range of services.
4. A ______________ is an urban unit of government—a town, borough, or city—that is chartered by the state.
5. In a mayor-council form of government, the mayor has _______________ powers, and the council wields _______________ powers.
6. The _______________ board may rule that certain districts can be used only for homes.
7. A _______________ area includes a large city, its suburbs, and possibly outlying communities.
8. _______________ refers to the basic framework of a city, such as streets, water pipes, sewers, bridges, and public buildings.
9. Some cities are trying to develop new businesses through _______________—large investments in new facilities that promote economic growth.

**Organizing Information** Write the characteristics associated with local government departments beside the appropriate department.

<table>
<thead>
<tr>
<th>FUNCTIONS OF LOCAL GOVERNMENT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Department</td>
</tr>
<tr>
<td>Fire protection</td>
</tr>
<tr>
<td>Zoning</td>
</tr>
<tr>
<td>Water service</td>
</tr>
<tr>
<td>Sewage and sanitation</td>
</tr>
<tr>
<td>Mass transit</td>
</tr>
</tbody>
</table>

- controls pollution and shortages
- encourages use of subways, trains, and buses
- volunteers serve in small towns
- preserves neighborhoods and regulates growth
- treatment plants are expensive

**Critical Thinking** Answer the following question on a separate sheet of paper.

10. What do you think is the most important challenge facing municipal governments? Explain.
Political Systems in Today’s World

**Democratic Governments**

Nations with fair elections, competing political parties, constitutional governments that guarantee individual rights, an independent judiciary, and usually market economies, are called consolidated democracies.

**Great Britain** In a parliamentary government, legislative and executive powers both reside in an elected assembly, or parliament. The British Parliament is bicameral, which means that it is a two-house legislature. The leader of the majority party in the House of Commons becomes prime minister—the chief executive. If the majority party loses an important vote, the prime minister must resign, and new elections are held.

**Japan** Japan’s parliament, the National Diet, also has two houses. The lower house, the House of Representatives, considers legislative measures, elects the prime minister, and has the power to vote “no confidence” to dissolve the House of Representatives and call for new elections. The upper house, the House of Councillors, also considers legislation. It has less power but cannot be dissolved.

**France** France has a presidential government. The president appoints a premier (prime minister) who, in turn, names the cabinet members. The president has the power to dissolve the legislature, or National Assembly.

Other nations have struggled in the last two decades to establish democratic governments. Poland was the first eastern European nation to overthrow its Communist government. Lech Walesa, the leader of a trade union called Solidarity, became the first freely elected president in 1990, though a new constitution was not approved until 1997. Despite progress, Poland today remains in a precarious position. Beginning in 1948, South Africa followed a policy of apartheid, or strict government-enforced racial segregation; after years of resistance from the African National Congress and others, apartheid laws were repealed during the 1990s, and Nelson Mandela was elected president in 1994. Despite its 1917 constitution, the Mexican government remained more authoritarian than democratic because of the power of the president and control of a single political party. Nationwide electoral reforms introduced in the 1990s allowed other parties to compete fairly in Mexico’s political process.

**Authoritarian Governments**

**China** In China most political power rests with the leaders of the Communist Party. The legislative and executive branches of government have little independent authority. The Politburo, made up of the party’s top 20 leaders, makes all the key political, economic, and military decisions for the nation. China continues to commit many human-rights abuses, including the government-ordered massacre of protestors in Tiananmen Square in 1989.

**Cuba** Communist dictator Fidel Castro ruled Cuba from 1959–2008. Under his leadership, relations between the United States and Cuba have been strained. The end of the Cold War left Cuba isolated and in economic distress. The U.S. hoped that its trade embargo would force Castro to institute democratic reforms but so far those goals have gone unfulfilled.

**North Korea** North Korea’s totalitarian government centers on unquestioning loyalty to its leader, Kim Jong II, despite the fact that millions of North Koreans suffer greatly as a result of Kim’s policies. Since the early 1990s, North Korea has worked to develop chemical, biological, and nuclear weapons. The United States has sought to limit these developments.

**Islamic Governments** Muslim secularists desire friendly relations with Western nations and believe that religious and secular law should be kept separate. Muslim fundamentalists, on the other hand, believe that Islamic countries should base their legal system strictly on the law of the Quran. Many fundamentalist Muslims are anti-Western and see Western culture and society as a threat to Islamic culture.

- **Iran** In 1979 Islamic religious leaders overthrew the pro-Western shah, or king. In the new regime, led by Ayatollah Ruhollah Khomeini, conservative religious leaders had veto power over the actions of political leaders. U.S.-Iran relations have been strained since Iranians took American diplomats hostage in 1979.

- **Saudi Arabia** Since 1932 the government of Saudi Arabia has been based on a fundamentalist interpretation of Islam with no separation of religion and the state. Despite increasing Saudi demands for a modern economy and government, many Americans have accused the Saudi government of indirectly supporting terrorist attacks against the United States.

(continued)
INTERNATIONAL ORGANIZATIONS

International organizations play a key role in world politics. Nongovernmental organizations (NGOs) are made up of individuals and groups, such as the Red Cross, that are outside the scope of government. Intergovernmental organizations (IGOs) are composed of members of various national governments.

The United Nations UN membership now includes 191 countries. The UN has three goals: to preserve world peace and security; to encourage fair dealings between nations; and to help nations cooperate in trying to solve their problems. The UN has a limited ability to use military force to calm an explosive situation, provide humanitarian aid, or for other peacekeeping missions.

Every member has one vote in the General Assembly. The Security Council, with 5 permanent and 10 rotating members, can make peacekeeping decisions for the UN. The Secretariat conducts the day-to-day business of the UN. Member nations can submit disputes over international law to the UN’s International Court of Justice. The Economic and Social Council helps the UN promote social and economic progress around the world. Special UN agencies carry out the UN’s humanitarian activities.

The European Union The EU has evolved further than any other IGO toward becoming a supranational organization, or an organization whose authority supercedes the sovereignty of its individual members. The EU membership now includes 27 countries. A series of treaties has given the EU government more authority and allowed the EU to act as a political unit.

The Council of the European Union decides the direction of EU policy. Representation in the legislative branch of the EU, or the European Parliament, is based on population, with larger nations receiving more votes. The European Court of Justice hears international cases and can declare laws of member nations invalid. Every member has one representative in the European Commission, which does much of the daily work of the EU. The President of the Commission directs the large bureaucracy and oversees the EU’s annual budget.

GLOBAL ISSUES

Today’s governments must deal with global issues that affect a large part of the world’s population and that cannot be solved by the actions of any single nation. Sometimes individual nations must give up some measure of national authority in order to cooperate on solving larger global issues.

One of the greatest dangers of the global era has been international terrorism, or the use of violence by nongovernmental groups against civilians to achieve a political goal. Since World War II, the main terrorist threat to Americans has been Middle Eastern groups. Several Middle Eastern nations have been accused of state-sponsored terrorism, or secretly supporting terrorist organizations. An Afghan resistance movement called al-Qaeda, led by Osama bin Laden, was responsible for many terrorist attacks against the United States, culminating in the September 11, 2001, terrorist attacks on New York City and Washington, D.C. President George W. Bush vowed to continue a war on terrorism until every terrorist group is eliminated, but many nations will have to work together to end global terrorism.

The United States has worked with many other developed nations to end nuclear proliferation, or the spread of nuclear weapons. In the 1968 Non-Proliferation Treaty, the major nuclear powers promised:
• not to provide nuclear weapons technology to other nations.
• to promote the safe use of nuclear power.

• to encourage disarmament and destruction of existing nuclear weapons.

Small nuclear weapons can now be built using readily available products, increasing the chance that a terrorist group may obtain a nuclear weapon. The United States is especially concerned about the nuclear developments of North Korea and Iran, both of whom have been accused of sponsoring terrorist groups in the past.

Human rights are the basic freedoms and rights that all people, regardless of age, gender, nationality, or ethnicity, should enjoy. The Universal Declaration of Human Rights lists the political, civil, economic, social, and cultural rights that all human beings should enjoy. The United Nations and the European Union have both established courts for trying violators of international human-rights laws.

The environment is threatened by exploding population growth, increasing consumption of natural resources, and growing pollution. The core dilemma for policymakers is how to attain sustainable development, or the combining of economic development with environmental protection. The United States, as a powerful nation and a critical member of the global community, drew international criticism for refusing to implement the Kyoto Protocol in 1999 and then later withdrawing from it altogether. Government leaders must find a way to balance the economic needs of their nation with the environmental needs of a global society.
Political Systems in Today’s World

★ DIRECTIONS ★ In the space provided, write the word or phrase that best completes each sentence.

1. ________________ are nations that enjoy democratic elections and market economies.

2. In a ________________ government, legislative and executive powers both reside in an elected assembly.

3. The Japanese constitution states that the ________________ shall be the “sole lawmaking organ of the state.”

4. The overthrow of communism in Europe began in Poland with strikes launched by a labor union known as ________________ .

5. After apartheid was abolished, ________________, leader of the African National Congress, was elected president of South Africa.

6. Mexico’s constitution created a strong presidency at the expense of ________________ and ________________ powers.

7. ________________ Muslims believe in keeping religious and secular law separate and desire friendly relations with Western nations.

8. In Iran ________________ religious leaders overthrew the shah and established a regime in which they control the government.

9. Exploding population growth, increasing consumption of natural resources, and growing pollution all threaten ________________ .

10. The ________________ was established in 1945 to provide a forum for member nations to settle their disputes peacefully.

Organizing Information Examine the following diagram and study the list of characteristics associated with the British Parliament and/or Japanese National Diet. Write the letter of each item in the appropriate space in the diagram.

- A. parliamentary system
- B. House of Councillors
- C. House of Lords
- D. House of Commons
- E. bicameral legislature
- F. House of Representatives

Critical Thinking Answer the following question on a separate sheet of paper.

11. Why would the end of the Cold War leave Cuba isolated and in economic distress?
Development of Economic Systems

**CAPITALIST AND MIXED SYSTEMS**

Scarcity exists when a society does not have all the resources it needs to produce all the goods and services that everyone wants. Economic systems address this problem by asking three questions:
• What should be produced?
• How should it be produced?
• For whom should it be produced?
In a command economy, the central government makes most of those decisions. A market economy allows individual buyers and sellers to decide.
The four resources of an economic system are called factors of production. Land includes natural resources. Labor is human resources, or workers. Capital is the means of production, such as money and machinery. Entrepreneurs organize and direct the other factors.
Communism is a command system in which the central government directs all major economic decisions. Socialism is a partial command system in which government agencies influence many economic decisions. Capitalism is a market system in which private business persons make the economic decisions. Capitalism is the basic economic system of the United States.
The United States has a mixed economy, or modified capitalism, because the government regulates business and labor and assumes responsibility for fiscal, monetary, and social policy.

**CHARACTERISTICS OF A FREE ENTERPRISE (CAPITALIST) SYSTEM**

- private ownership of the means of production
- individual initiative—anyone can become an entrepreneur
- competition among sellers
- freedom of choice for consumers
- profit—the reward an entrepreneur earns for taking the risk of producing

**EMERGING ECONOMIES**

Developing nations are states with little or no industry. Newly developed nations are states that recently have experienced significant industrial growth. Many developing and newly developed nations have chosen socialism as the basis of their economic system. Under socialism, government owns and operates essential industries.
Socialists believe that wealth should be distributed equally. Socialist governments use high taxes to provide citizens with lifelong benefits such as medical care. Critics claim such policies create a welfare state by making people dependent on the government.
Many developing and newly developed nations have chosen socialism because their leaders believe that centralized planning is the only way to achieve rapid industrial growth. Other policies used by socialist governments include agricultural communes, redistribution of land, and nationalization—government control of existing industries. Centralized state planning failed to meet consumer needs in eastern Europe, which has raised doubts about the wisdom of socialism.
Some newly independent African nations chose socialism because they viewed capitalism as an extension of colonialism. Frequently they combined socialist ideas with African traditions such as communal land ownership and group decision making. Because crises weakened their economies and left them in debt, some have formed regional trade associations and have turned to free enterprise.
Chapter 26 Summary continued

★ MAJOR ECONOMIES IN TRANSITION ★

Beginning in 1917, the Soviet Union built the world’s leading Communist system. The Communist Party closely controlled the government and made almost all economic decisions. Enterprises and farmland were state-owned and state-operated. The controlled economy led to economic stagnation. Mikhail Gorbachev, the last Communist leader, attempted economic reforms, but the Soviet economy continued to decline. In 1991 Gorbachev resigned, and several Soviet republics declared their independence. Since the collapse of communism, Russia has tried to continue moving toward capitalism and democracy. However, today Russia is being run much as it was under communism. In the last few years, under the leadership of Vladimir Putin, efforts at democratization have slowed.

The Chinese Communist government followed the model of the Soviet Union’s planned economy until it found itself unable to compete economically in the 1970s. Since then, China’s Communist leaders have begun to encourage private enterprise and the economy has started to grow rapidly. A large labor force, tax and land incentives for foreign companies, and advanced communications technologies have all assisted rapid economic development. China is attempting to move toward a market economy while maintaining an authoritative political system; however, the growing middle class, combined with increasing political corruption, present challenges to the Communist Party’s continued leadership.

Trade with China has opened new markets for American goods, though competition with Chinese labor costs has driven many manufacturers out of business. American experts worry that an economically strong China could become a dangerous political and military rival.

★ THE GLOBAL ECONOMY ★

The major activity in the global economy is trade among nations. Nations engage in trade for several reasons: (1) to obtain goods and services they cannot produce themselves; (2) comparative advantage, or the principle that each country should produce those goods it can make more efficiently and purchase those that other nations produce more efficiently in order to increase the total world production; and (3) to create jobs.

Unrestricted trade can threaten domestic industries and the jobs of workers in those industries. As a result, national governments use several methods to restrict international trade:

- Tariffs are taxes placed on imports to increase their price in the domestic market.
- Quotas are limits on the quantities of a foreign product that may be imported.
- Non-tariff barriers (NTBs) limit or control unwanted imports by setting very strict health, safety, or other regulations that must be met before a foreign product can be offered for sale.
- Embargoes totally bar trade.

Countries may also engage in unfair trade practices such as dumping, or selling products far below their manufacturing cost in order to drive other producers out of a market.

After World War II, the major economic nations created trading blocs, or groups of nations that trade without barriers such as tariffs. The General Agreement on Tariffs and Trade (GATT), an effort to reduce trade barriers, has been signed by over 100 nations since it was first enacted in 1947. In 1994 GATT was replaced by a regulatory body known as the World Trade Organization (WTO), which hears complaints brought to it by member countries and has the authority to penalize nations that violate the GATT treaty. The European Union (EU), currently made up of 15 European nations, is the world’s most important economic group; the EU achieved monetary integration with the adoption of the euro in 2002. The North American Free Trade Agreement (NAFTA) is an agreement to reduce and eventually end most trade restrictions between the United States, Canada, and Mexico.

Nations must decide on the best approach to trade policy:

- A pure free-trade policy would mean that businesses in different nations could buy and sell goods with no tariffs or other limitations of any kind.
- The United States advocates a fair trade policy, which means supporting an orderly world market that does not give an unfair advantage to countries that use unfair business practices.
- With a managed trade policy, governments intervene in trade agreements in order to achieve specific results.
- Protectionism is the policy of using trade barriers to protect domestic industries from foreign competition and to prevent unrestricted trade.

Globalization has brought the American consumer new and more varied products at lower prices. However, the American worker must now compete with a wider labor pool, and economic and political decisions are now much more complicated.
Development of Economic Systems

**Directions** Match each term in Column A with the statement that best applies to it in Column B. Write the correct letters in the spaces provided.

<table>
<thead>
<tr>
<th>Column A</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. command economy</td>
</tr>
<tr>
<td>2. factors of production</td>
</tr>
<tr>
<td>3. capitalism</td>
</tr>
<tr>
<td>4. developing nations</td>
</tr>
<tr>
<td>5. newly developed nations</td>
</tr>
<tr>
<td>6. nationalization</td>
</tr>
<tr>
<td>7. quotas</td>
</tr>
<tr>
<td>8. gross national product</td>
</tr>
<tr>
<td>9. comparative advantage</td>
</tr>
<tr>
<td>10. regional trading blocs</td>
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</tbody>
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<table>
<thead>
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<th>Column B</th>
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<tr>
<td>A. Private ownership, individual initiative, competition, freedom of choice, and profit characterize this economic system.</td>
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<tr>
<td>B. The socialist policy in which the government takes control of existing industries.</td>
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<tr>
<td>C. The theory which holds that each country should produce those goods it can make more efficiently and import others.</td>
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<td>D. The central government decides what, how, and for whom goods are produced.</td>
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<td>E. This is the annual sum of a nation’s goods and services.</td>
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<tr>
<td>F. Groups of nations that trade without barriers such as tariffs.</td>
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<tr>
<td>G. These resources of an economic system include land, labor, capital, and entrepreneurs.</td>
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<tr>
<td>H. States that recently have experienced significant industrial growth.</td>
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<tr>
<td>I. These are limits on the quantities of a foreign product that may be imported.</td>
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<tr>
<td>J. States that have little or no industry.</td>
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**Organizing Information** Write each item from the list below under the appropriate heading.

**Economic Systems**

<table>
<thead>
<tr>
<th>Command Economy</th>
<th>Market Economy</th>
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- profit
- nationalization
- state farms
- centralized planning
- competition
- private ownership
- equal distribution of wealth
- individual initiative

**Critical Thinking** Answer the following question on a separate sheet of paper.

11. How do consumers everywhere benefit from the elimination of tariffs and import quotas?
Answer Key

**CHAPTER 1**

1. G 5. H
2. E 6. A
3. B 7. F
4. D 8. C

Organizing Information

Property:
- Capitalism: private ownership of property;
- Socialism: public ownership of property

Resources:
- Capitalism: private ownership of resources;
- Socialism: public ownership of resources

Economic Decisions:
- Capitalism: freedom of choice;
- Socialism: government control of economic decisions

Monetary Rewards:
- Capitalism: possibility of profits;
- Socialism: equal distribution of wealth

**CHAPTER 2**

1. Limited government and representative government are the two especially important English political concepts which greatly influenced the development of the United States.
2. The harsh tax laws passed by Parliament between 1763 and 1773 had the unintentional effect of uniting the colonists in opposition to British authority.
3. The Virginia Plan, in modified form, became the basis for the Constitution.
4. The Connecticut Compromise broke the stalemate over representation by suggesting a Congress composed of a House of Representatives and a Senate.
5. The Three-Fifths Compromise determined the guidelines by which enslaved persons would be counted for purposes of taxation and representation.

Organizing Information

**Critical Thinking**

6. Answers will vary. Students should recognize that membership in the House of Representatives is based on population, while states, regardless of population, have equal representation in the Senate. They can infer from this that if the Senate were allowed to originate taxing and spending laws, a minority of the population could be in a position to dictate taxing and spending laws to the majority. This would be contrary to the principles of the Revolution.

7. Answers will vary. There is no incorrect answer as long as students can support their opinions with reasoned judgment. Some might argue that, if the delegates had not compromised, delegates from slave-holding states would not have approved the Constitution. This would have defeated the attempt to create an effective national government, and it would not have ended slavery. Others might argue that there is never any excuse for compromising on serious moral wrongs such as slavery.

**CHAPTER 3**

1. preamble; articles; amendments
2. legislative; executive; judicial
3. supremacy clause
4. popular
5. separation
6. checks; balances
7. elastic
8. bill; rights
9. first
10. due process

**Critical Thinking**

11. Answers will vary. Students should recognize that the constitutional principle illustrated is checks and balances. They should be able to support their conclusion by explaining that the president’s veto power represents an executive branch check on the legislative branch, and the Congressional power to override balances the executive check.

12. Answers will vary. Students should recognize that advocates of judicial restraint believe that the courts should uphold laws unless they clearly violate a Constitutional provision. Consequently, they would support decisions that interpret the language in the Constitution literally, or “narrowly.” They would oppose decisions that interpret the Constitution “broadly” and apply it loosely in order to bring about social change.

13. Answers will vary. Students should recognize that extending one’s arm does not include the right to strike someone nearby. Similarly, the exercise of free speech does not include the right to cause others actual harm.

**CHAPTER 4**

1. E 4. A
2. B 5. C
3. F 6. D

Organizing Information

expressed power: regulate interstate commerce; implied power: draft people into the armed forces; inherent power: control immigration; reserved power: regulate public schools; concurrent power: maintain courts

**Critical Thinking**

7. If Congress regulated the Internet, it would be exercising implied powers. Explanations may vary. Students should recognize that the development of the Internet is a circumstance that the Founders could not have foreseen. Thus, Congress would be stretching its power by making a law it considered necessary and proper to carrying out its other powers.

**CHAPTER 5**

1. House of Representatives; Senate
2. reapportionment
3. decisions
4. Speaker; House
5. Rules
6. filibuster
7. committees
8. select
9. vice president
10. Legislative assistants

Organizing Information

Senator: a, b, h
Both: c, c, i
Representative: d, f, g

**Critical Thinking**

11. Students’ answers will vary. Those who choose the Library of Congress as the most important support agency may point out that members of Congress rely on research and information provided by the Library to make informed decisions that affect the entire population. Students who choose the Congressional Budget Office may suggest that the most important work Congress does relates to money and that the projected costs of new programs provided by the Budget Office are therefore vital to Congress’s decision-making process. Students who select the General Accounting Office may also be concerned about how Congress handles taxpayers’ money. They may focus on the watchdog duties of the GAO, suggesting that the
agency that keeps track of the money that Congress appropriates performs the most important function in support of Congress. Some students may feel that providing the public with an accurate record of what happens in Congress is vital to maintaining an educated electorate, so they may consider the Government Printing Office to be the most important congressional support agency.

 setName

CHAPTER 6
1. necessary; proper
2. investigate
3. immunity
4. oversight
5. President; Congress
6. impound
7. National Emergencies Act

Organizing Information
Legislative Powers: to levy taxes; to borrow money; to make necessary and proper laws; to regulate commerce
Nonlegislative Powers: to impeach; to approve presidential appointments; to break Electoral College deadlocks; to propose constitutional amendments

Critical Thinking
8. Answers will vary. Students may suggest that, under separation of powers, Congress makes the laws, and the executive branch carries them out. Legislative vetoes canceled the actions of executive agencies, in effect, interfering with their constitutional power to carry out the laws.
9. Answers will vary. Students should recognize that traffic gridlock occurs when vehicles going in different directions block each other's forward progress. They may suggest that government gridlock occurs when the party in the White House and the majority party in Congress pursue legislative programs that are at cross purposes. The powers each has to check the other then create a situation in which neither can make forward progress toward its legislative goals.

CHAPTER 8

Organizing Information
(1) Introducing a Bill; (2) Committee Action; (3) Floor Action; (4) Conference Committee Action; (5) Presidential Action.

Critical Thinking
9. Answers will vary. Students may suggest that a committee could believe that the entire membership should have the opportunity to consider an issue because of its importance or because of the attention it has received in the media.
10. Answers will vary. Students may suggest that representatives feel more pressure to support the party because they must run for reelection every two years. Senators, who serve a six year term, may feel less constrained especially in the years immediately following their election.

CHAPTER 9

1. Presidents have justified the broad use of executive powers under the principles of "immediate needs of the nation" and "a mandate" from the people.
2. The three constitutional safeguards against abuse of presidential powers are the congressional override, impeachment, and judicial review.
3. executive order
4. pardon
5. recognition
6. an executive agreement
7. executive privilege

CHAPTER 10

Critical Thinking
8. Answers may vary. Students may suggest that the prohibition against political activities while on duty protects lower level federal employees from being pressured by supervisors to support a political candidate or contribute money to a political campaign.

CHAPTER 11

1. electric
2. bank accounts
3. deregulate
4. Whistleblowers
5. Civil Service Commission
6. Client groups
7. iron triangle

Organizing Information
Interior: conduct tours of Independence Hall;
Treasury: print paper money;
State: staff embassies in foreign countries;
Justice: administer the Federal Bureau of Investigation;
Health and Human Services: operate the Centers for Disease Control;
Agriculture: administer school lunch programs;
Labor: implement minimum wage laws

Critical Thinking
8. Answers may vary. Students may suggest that the prohibition against political activities while on duty protects lower level federal employees from being pressured by supervisors to support a political candidate or contribute money to a political campaign.
Organizing Information
1803—O
1819—M
1824—N
1857—L
1896—K

Critical Thinking
Answers will vary. Students may suggest that the Supreme Court justices might think that the issue raised is not important enough to justify including it among the limited number of cases they have time to review.

CHAPTER 12

Organizing Information
1. writ 6. concurring
2. constitutionality 7. dissenting
3. short, unsigned 8. precedents
4. brief 9. federal
5. friend 10. harm

Organizing Information
Student responses may vary. Some possible entries follow:

Basing Decisions on the Law:
Justices make decisions based on their interpretations of the Constitution, of other laws that are relevant, and of legal precedents, not on their own personal opinions.

Views of the Justices:
Most justices take consistent positions—liberal or conservative—on certain kinds of issues, such as civil rights and economic issues, so when new justices with different views are appointed, the direction of the Court may change.

Relations Among the Justices:
Justices who work easily with one another are more likely to find mutually acceptable solutions even when their legal philosophies differ. Conversely, severe personal conflicts can cause divisiveness on the Court.

Social Forces and Public Attitudes:
Supreme Court decisions more often than not reflect contemporary social values and beliefs.

The President and the Congress:
Presidents exercise control over the Court by appointing new justices and by the aggressiveness or indifference with which they enforce the Court’s decisions. Congress exercises control by passing new laws or reshaping nullified ones, by proposing constitutional amendments, by exercising its power to set justices’ salaries and the number of justices on the Court, and through the Senate’s confirmation power.

Critical Thinking
11. Answers may vary. Students should recognize that a president can support the direction being taken in Supreme Court decisions by appointing new justices who share that judicial philosophy. Conversely, presidents can try to alter the Court’s direction by appointing justices with different viewpoints.

CHAPTER 13

Organizing Information
Freedom of Religion: the establishment clause; school prayer
Freedom of Speech: clear and present danger; the bad tendency doctrine
Freedom of the Press: shield laws; pretrial publicity
Freedom of Assembly: freedom of association; union picketing

Critical Thinking
10. Answers may vary. Students should recognize that the Supreme Court uses a three part test to make such decisions. Does the aid: (1) have a clear . . . nonreligious purpose; (2) neither advance nor inhibit religion; and (3) avoid “excessive government entanglement with religion”?

CHAPTER 14

Critical Thinking
11. Answers may vary. Students might suggest that double jeopardy does not apply in this instance because no determination of guilt or innocence has been reached. Consequently the case has not been resolved.

CHAPTER 15

Organizing Information
(1) investigation and arrest; (2) initial appearance; (3) preliminary hearing; (4) arraignment; (5) trial; (6) sentencing.

Critical Thinking
11. Answers may vary. Students might suggest that, if the defendant fails to answer the charges, the plaintiff wins by default.

CHAPTER 16

Organizing Information
Single-party: theocracy; authoritarian governments
Multiparty: coalition governments; many differing ideologies; politically unstable
Two-party: splinter party

Critical Thinking
10. Answers may vary. Students might suggest that leaders must work out a compromise at the convention or risk entering the general election with a divided party.

CHAPTER 17

Organizing Information
Immigration: residence requirements; naturalization; refugee status
Both: right to privacy; fundamental rights
Discrimination: positive test; suspect classification; affirmative action
Critical Thinking
11. Answers will vary. Students should recognize that the Internet has increased citizen awareness of, and participation in, politics and government.

Organizing Information
(1) initial agency spending plans; (2) president’s guidelines; (3) OMB/agency negotiations; (4) concurrent resolution; (5) reconciliation bill; (6) appropriations bill.

Critical Thinking
11. Answers may vary. Students might suggest any or all of the following: The president is commander in chief of the armed forces; only Congress has the power to declare war and appropriate money for defense needs; the top leaders in the Department of Defense are all civilians.

Organizing Information
Business—prohibits monopolies; Labor—sets a minimum wage; Agriculture—encourages crop rotation; Environment—requires emissions reductions; Education—provides grants to colleges; Housing—funds urban renewal programs; Transportation—promotes highway safety.

Critical Thinking
11. Answers will vary. Students might suggest that low tariffs benefit consumers by lowering the cost of imported goods, and the elimination of trade restrictions gives consumers greater choice in the goods available.
Organizing Information
Fire protection—volunteers serve in small towns
Zoning—preserves neighborhoods and regulates growth
Water service—controls pollution and shortages
Sewage and sanitation—treatment plants are expensive
Mass transit—encourages use of subways, trains, and buses

Critical Thinking
10. Answers will vary. Students should support their opinions with relevant information. One possibility is that low-income housing and homelessness are serious problems for municipal governments because gentrification, or takeover by higher income residents, is a trend in urban areas. With gentrification come higher property values and rents followed by the displacement of long-term, low-income residents who can no longer afford to live in their neighborhoods. Contacts with family members, established friends, and support networks are undermined or severed, leaving individuals isolated and vulnerable and, in some cases, even homeless.

CHAPTER 25
1. Consolidated democracies
2. parliamentary
3. National Diet
4. Solidarity
5. Nelson Mandela
6. legislative; judicial
7. Secularist or Moderate
8. Islamic
9. the environment
10. United Nations

Organizing Information
British Parliament: C. House of Lords; D. House of Commons
Both: A. parliamentary system; E. bicameral legislature
Japanese Diet: B. House of Councillors; F. House of Representatives

Critical Thinking
11. Answers may vary. Students might suggest that the collapse of the Soviet Union and the fall of communist governments throughout Europe left Cuba isolated as the only remaining Western communist country, and that the end of the Cold War meant the end of much-needed Soviet economic aid to Cuba.

CHAPTER 26
1. D
2. G
3. A
4. J
5. H
6. B
7. I
8. E
9. C
10. F

Organizing Information
Command Economy: nationalization; state farms; centralized planning; equal distribution of wealth
Market Economy: profit; competition; private ownership; individual initiative

Critical Thinking
11. Answers will vary. Students might suggest that the elimination of tariffs means lower prices for imported goods, and the elimination of quotas gives consumers more freedom of choice by providing a greater range of products.