

CHAPTER SUMMARY

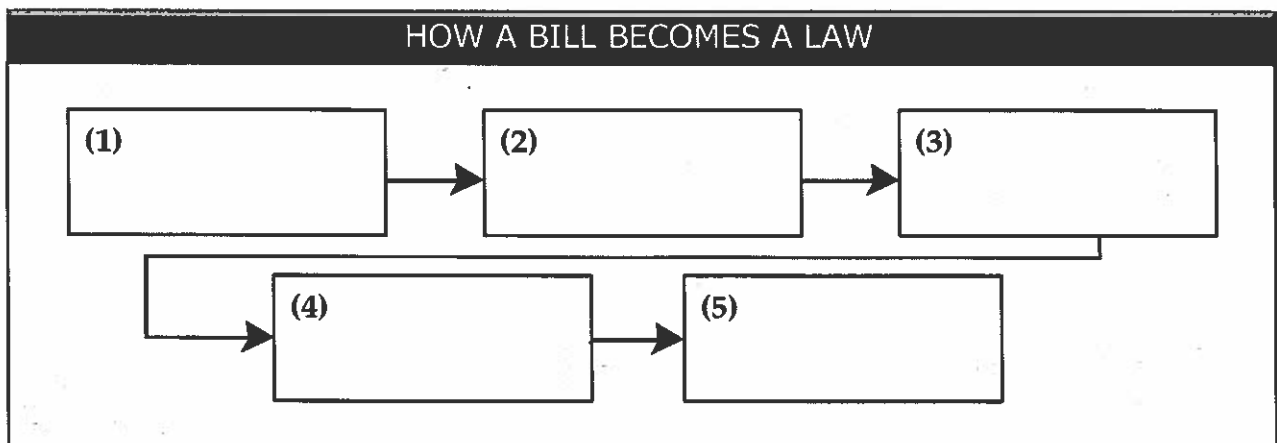
CHAPTER
7

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.



- Floor Action
- Committee Action
- Introducing a Bill
- Presidential Action
- Conference Committee Action

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?

CHAPTER SUMMARY CHAPTER 8

The Presidency

★ PRESIDENT AND VICE PRESIDENT

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:

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

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.

★ ELECTING THE PRESIDENT

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.

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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:

EXECUTIVE OFFICE OF THE PRESIDENT	
Agency	Function
The Office of Management and Budget	makes recommendations concerning agency budgets and legislative proposals in a process called central clearance.
The National Security Council	directed by the National Security Adviser, helps the president coordinate U.S. military and foreign policy without congressional oversight.
The Council of Economic Advisers	assesses economic health, predicts future conditions, and assists in economic planning.

Chapter 9 Summary continued

ROLES OF THE PRESIDENT *(continued)*

Commander in Chief The president heads up the armed forces. Only Congress can formally declare war, but presidents have used military force to back up foreign policy decisions without a formal declaration. Presidents have also used federal troops to put down domestic rioting and keep order following natural disasters.

Over the years presidents have added two roles not based on the Constitution.

Chief Economic Planner The Employment Act of 1946 first declared that the federal government had

the responsibility to promote high employment, production, and purchasing power. That law directed the president to submit an annual economic report to Congress. Since that time Congress has continued to pass laws expanding the president's economic powers.

Party Leader The party expects a president to advance its views on national issues. Party members also expect patronage, or appointment to political office, as a reward for their efforts during an election.

★ STYLES OF LEADERSHIP *****

Americans expect the president to exercise strong leadership. Doing this successfully requires several kinds of qualities and skills.

PRESIDENTIAL QUALITIES AND SKILLS	
Understanding the Public	understanding the hopes, fears, and moods of the
Ability to Communicate	explaining ideas clearly to inspire public support
Openness to New Ideas	being flexible and receptive when new solutions to problems are proposed
Ability to Compromise	recognizing when to settle for partial success to avoid the risk of achieving none
Political Courage	making unpopular decisions when the vital interests of the nation are at stake
Sense of Timing*	knowing when the time is right to introduce a new policy and when to delay
*Skillful presidents sometimes "float trial balloons." An aide issues a statement to test popular and congressional reaction before the president makes a commitment to	

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.

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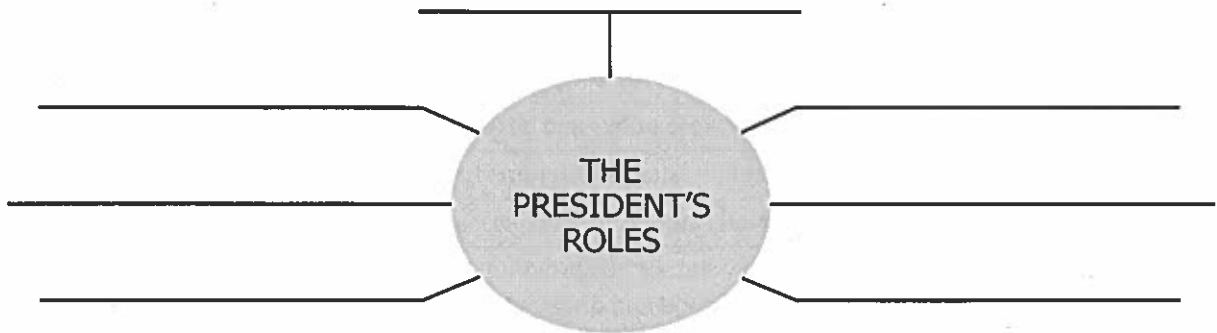
Presidential Leadership

★ **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?

CHAPTER SUMMARY * * * * * **CHAPTER 10** * * *

The Federal Bureaucracy

*** BUREAUCRATIC ORGANIZATION** *****

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.

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

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.

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Chapter 10 Summarycontinued

★ 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.

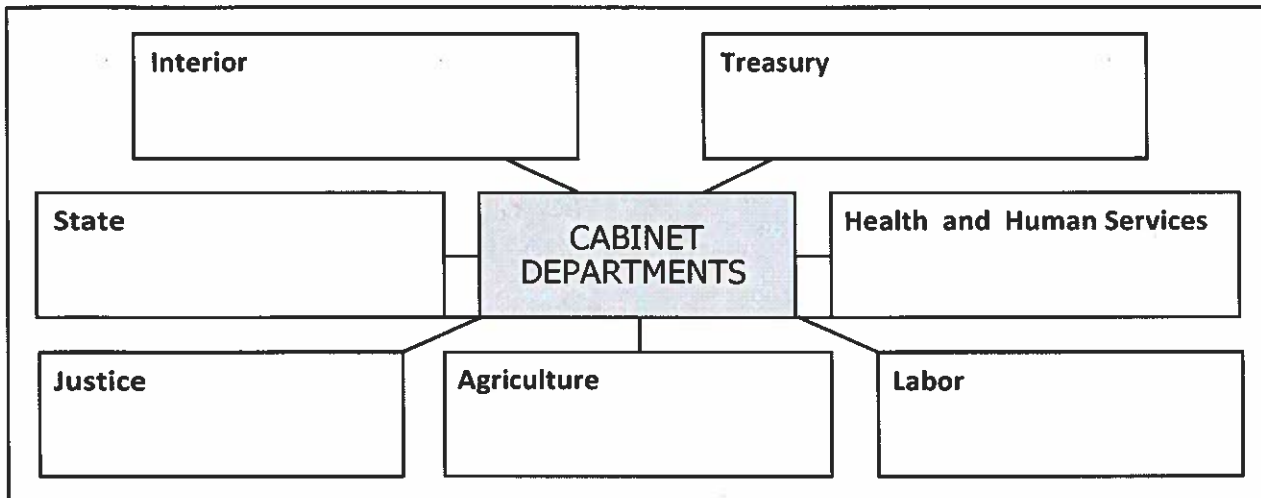
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The Federal Bureaucracy

★ **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.



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- 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?