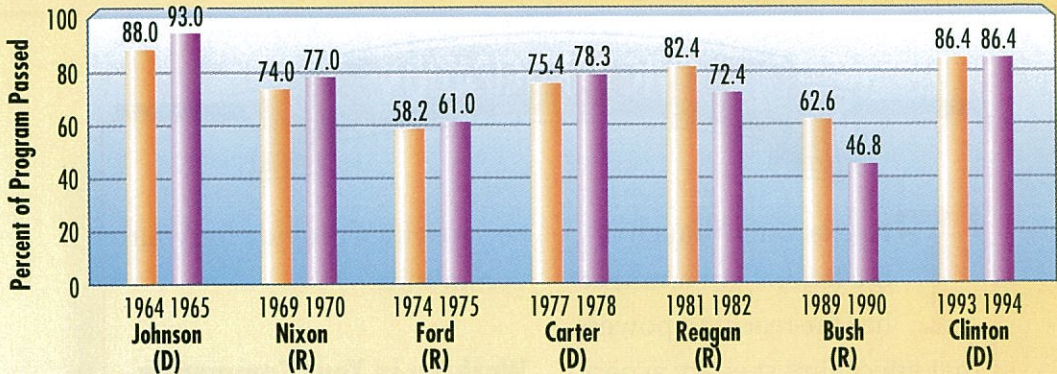


Legislative Success of Presidents



Source: *Congressional Quarterly*.

Reinforcing Citizenship Skills

Choose a recent or historical event for which you will be able to locate primary and secondary sources of information. Compare the primary source with one secondary source. Prepare a report for the class in which you describe the event and compare the information in the primary and secondary sources.

Technology Activity

Using E-Mail

Search the Internet for the President's e-mail address. You might want to use the following key words to focus your search: **White House, president, e-mail address**. Then review your civics journal on presidential actions or policies. Decide how one of these policies might affect you as a citizen. Then consider what you would have done. Write and send electronic mail to the President. Clearly explain



your feelings about any recent actions and suggest what you would have done.

Analyzing Visuals

Successful passage of bills requires Congress and the President to work together. Study the graph above. Then answer the questions.

1. What President had the worst record?
2. Overall, to what political party did most successful Presidents belong?

Cooperative Learning

With a partner, select a President you admire. Prepare a short biography. Then one partner will present your biography to the class; the other will read an excerpt from the President's speeches.

Focusing on Your Community

Ask various people in your community how they feel about the current President's performance. Limit your questions to one issue, such as foreign policy. Report your findings to the class.

The Executive Branch

CIVIC PARTICIPATION

The executive branch of the federal government has far-reaching powers that affect almost every aspect of our lives. Its departments and agencies set standards for our food, monitor the quality of our air, and print the money we use. Find out which federal departments or agencies have offices in your area. Visit or call some of these offices to learn what

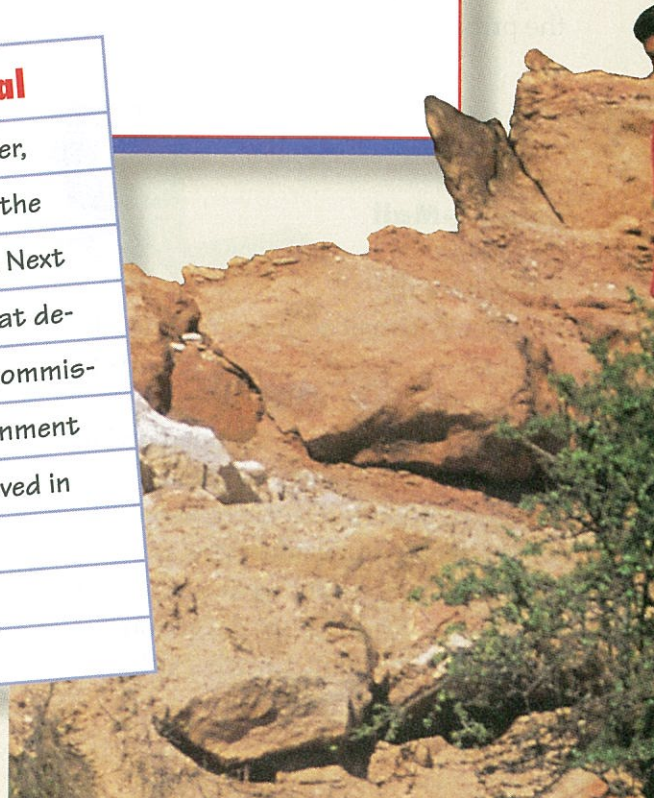
services they provide for your community.

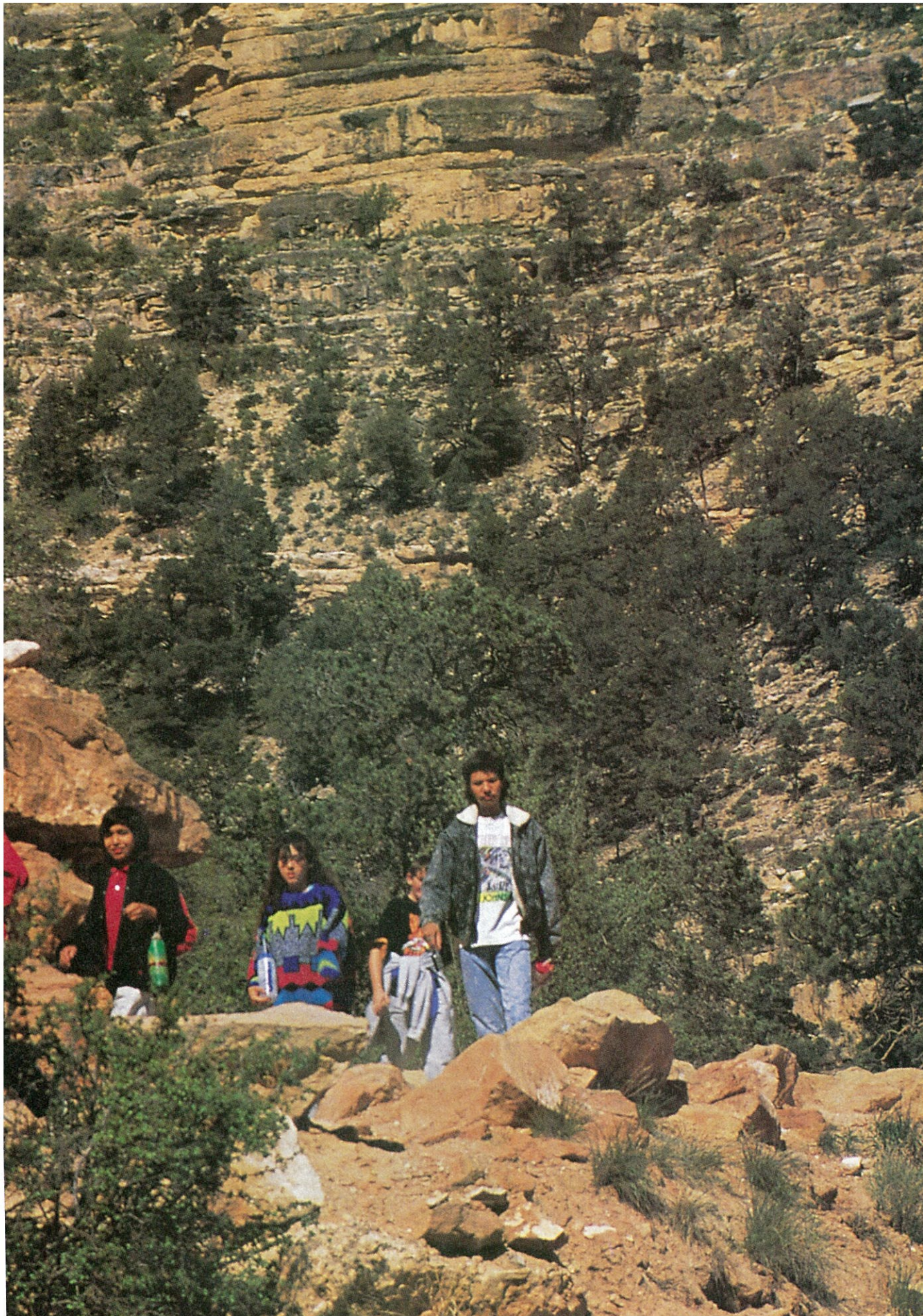
Working in Your Community

Ask your neighbors about their experiences with federal agencies. Find out whether they were successful in obtaining the information or assistance requested or were frustrated by bureaucracy and red tape. ■

Your Civics Journal

As you study this chapter, record the major issues in the news in your civics journal. Next to each entry, indicate what departments, agencies, or commissions in the federal government would most likely be involved in each issue.







The Executive Departments

FOCUS

TERMS TO KNOW

foreign policy, embassy, consulate, consul, passport, visa

OBJECTIVES

- Explain the **development of the cabinet.**
- Describe the responsibilities of the **Department of State.**
- Identify and describe five divisions within the **Department of the Treasury.**
- Describe the basic organization of the **Department of Defense.**

The executive departments are among the most important parts of the executive branch. With huge staffs and multibillion dollar budgets, they carry out much of the work of the executive branch.

Each of these departments is responsible for a certain area of government. The head, or “secretary,” of each executive department is a member of the President’s cabinet. As cabinet members, the secretaries advise the President on issues related to their particular department. As department heads, the secretaries often make policy decisions of far-reaching effect.

Development of the Cabinet

Although the Constitution mentions neither a cabinet nor executive departments, it was clear from the start that the President would need assistance to carry out the presidential duties. Right after President Washington took office, he asked Congress to provide funding for three executive departments. These were the Department of State, the Department of the Treasury, and the Department of War. Over the years, Presidents have continued to add departments to the executive branch. The most recent addition is the Department of Veterans Affairs, which was formed in 1989. Today there are 14 executive departments. (See the chart on page 259.)

As the number of departments has grown, the size of the President’s cabinet has increased as well. In addition to the department heads, most cabinets now in-

President’s Cabinet President Clinton meets regularly with the members of his cabinet. *What powers do members of the President’s cabinet possess?*



CHART STUDY

Executive Departments The heads of the 14 executive departments are members of the cabinet. *Which department manages public lands?*



Department of State (1789)

Plans and carries out the nation's foreign policy



Department of Labor (1913)

Is concerned with the working conditions and wages of United States workers



Department of the Treasury (1789)

Collects, borrows, spends, and prints money



Department of Health and Human Services (1953)

Works for the health and well-being of all Americans



Department of Defense (1949)

Manages the armed forces



Department of Housing and Urban Development (1965)

Deals with the special needs and problems of cities



Department of Justice (1870)

Has responsibility for all aspects of law enforcement



Department of Transportation (1966)

Manages the nation's highways, railroads, airlines, and sea traffic



Department of the Interior (1849)

Manages and protects the nation's public lands and natural resources



Department of Energy (1977)

Directs an overall energy plan for the nation



Department of Agriculture (1889)

Assists farmers and consumers of farm products



Department of Education (1979)

Provides advice and funding for schools



Department of Commerce (1903)

Supervises trade, promotes United States tourism and business



Department of Veterans Affairs (1989)

Directs services for veterans

clude the Vice President and other important government officials. For example, President Clinton included the United States representative to the United Nations, the heads of several executive agencies, his chief of staff and press secretary, and various members of the Executive Office of the President in cabinet meetings.

The President chooses the heads of the 14 executive departments, but the Senate must approve them. Since the time of Washington, these cabinet members have been called secretaries. The

head of the Labor Department, for example, is the secretary of labor. The only exception is the head of the Justice Department, who is the attorney general.

Although the secretaries have great power as leaders of their departments, they have virtually no power as members of the cabinet. The President is not required to accept the cabinet's advice on issues. Some Presidents, such as Franklin Roosevelt, relied heavily on advisers outside the cabinet, but the cabinet has played an influential role in the administration of many Presidents.



Secretary of State Warren Christopher and Hosni Mubarak of Egypt

The secretary of state helps the President plan foreign policy. *What is the purpose of American consulates?*

Three of the most important cabinet departments are the original three executive departments: the departments of State, Treasury, and Defense. (The Department of War became part of the Department of Defense in 1949.)

Department of State

One of the responsibilities of the President is to create a **foreign policy**, a plan for dealing with other nations. The Department of State, or State Department, is the executive department that helps the President with this responsibility.

As a member of the cabinet, the secretary of state helps the President plan foreign policy. The Department of State is then responsible for carrying out this foreign policy and for managing United States relationships with other countries. To help in this task, the State Department employs many experts in foreign affairs. These experts gather information and

help the President understand events and issues in different parts of the world.

The State Department also sets up American government offices, known as **embassies**, in foreign nations. An ambassador, an official representative of the United States government, runs each embassy. These ambassadors and their staffs handle the details of foreign relations with a particular country. From time to time, the secretary of state also meets with foreign leaders to discuss matters of common interest.

Another function of the State Department is to protect the rights of Americans working or traveling abroad. In about 170 different locations around the world, the State Department has set up offices called **consulates** to help Americans in various countries. An official called a **consul** heads each of the consulates. The consulates also work to improve American business opportunities and business interests in foreign countries.

The State Department is also responsible for issuing passports to American travelers. A **passport** is an official document that identifies a traveler as an American citizen. When a citizen of a foreign country visits the United States, the State Department issues a **visa**—a permit allowing the person to remain here for a certain amount of time.

Department of the Treasury

In 1996 the budget of the United States government was about \$1.6 trillion. The task of handling the nation's money belongs to the Department of the Treasury. It is responsible for collecting, borrowing, and spending the money that the nation requires. The head of the de-

Government Office Worker

The government is the largest employer in the United States. Most government employees work in offices and do the same kind of work as people in other businesses.

Responsibilities

Employees who keep records up-to-date and in the right place are called file clerks. File clerks classify, store, update, and get information for other workers. They also review files from time to time and remove information that is no longer needed. File clerks handle paper files in folders, mechanized files that rotate, micro-

film files, and computer disk files.

Opportunities

File clerks work at all levels of government, from the White House to a mayor's office. Because the job of file clerk does not require much work experience, some people become file clerks to get into government service.

Training

Government file clerks must



Government clerk

have a high school diploma and pass a civil service test. If you want to advance to other office jobs, however, you should learn as many office skills as possible.



Obtain a sample local, state, or federal civil service exam from the appropriate government agency. Use the test and information from the agency to prepare a written report on how to qualify for a specific civil service position.

partment, the secretary of the treasury, is an important financial adviser to the President.

The Treasury Department has several divisions that carry out specific jobs. For example, the Internal Revenue Service (IRS) collects income taxes from individuals and businesses. The United States Customs Service collects taxes on items that are brought into the United States from other countries. The Bureau of the Mint designs and produces United States

coins, and the Bureau of Engraving and Printing prints paper money.

Some divisions of the Treasury Department perform tasks that are not directly related to money. The Secret Service, for example, was originally set up to find counterfeiters—people who print imitation money and try to pass it off as real. Although the Secret Service still does this job, it now has a more important one—to protect the President and the Vice President and their families.



Armed Forces in Haiti The Department of Defense is responsible for carrying out the orders of the commander in chief. *Who are the Joint Chiefs of Staff?*

Department of Defense

Originally, two executive departments, the Department of War and the Department of the Navy, managed the armed forces of the United States. These were combined into the National Military Establishment, which became the Department of Defense in 1949. The Department of Defense now oversees the army, the navy (including the marine corps), and the air force. It is the largest department in the executive branch, with about 825,000 civilian employees and an annual budget of about \$270 billion.

Each armed service has its own division within the Department of Defense. A secretary of the army, a secretary of the navy, and a secretary of the air force head these subdepartments, but none is a member of the cabinet.

The Department of Defense carries out most of the President's duties as commander in chief. Civilians, however, hold most of the department's power. By law, the secretaries of the army, navy, and air force, as well as the secretary of defense, may not be military officers.

Military officers may, however, serve as advisers. The President and the secretary of defense consult the Joint Chiefs of Staff on all important military decisions. The Joint Chiefs are made up of the highest-ranking officers from each of the armed services.

★ SECTION 1 REVIEW ★

UNDERSTANDING VOCABULARY

Define foreign policy, embassy, consulate, consul, passport, visa.

REVIEWING OBJECTIVES

- 1 How did the cabinet develop?
- 2 What are the responsibilities of the Department of State?
- 3 What are five divisions within the Department of the Treasury, and what are their responsibilities?
- 4 What is the basic organization of the Department of Defense?

Exploring ISSUES

The Right to Privacy

A 14-year-old student was seen smoking in the girls' lounge of a New Jersey high school. One of the school's assistant principals searched her purse and found cigarettes—and also marijuana. The student was suspended from school and charged in juvenile court.

The Issue

Did the assistant principal have a right to search the student's purse? Should the student have been protected by the Fourth Amendment prohibition against unreasonable searches and seizures?

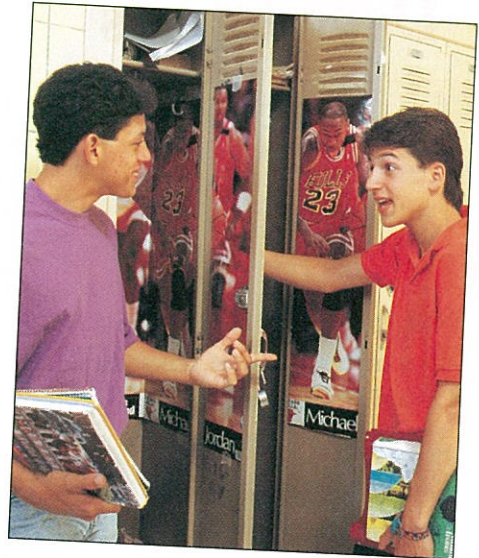
The Case

In 1985 the United States Supreme Court ruled in favor of the school. It found that the assistant principal had reasonable grounds to suspect that the student was violating school rules or the law. This case—*New Jersey v. T.L.O.*—is one of the many cases involving the right to privacy that come before the courts each year.

Impact

Finding a balance between the right of privacy and the protection of society can be difficult. Several questions about privacy have arisen in recent years. These include:

- ▼ Can job applicants be required to take lie detector tests?
- ▼ Can a company sell the confidential information in its computerized personnel files to another company?



Students at their lockers

- ▼ Can a company fire a person for dating an employee of a rival company?

Most of these questions have not yet been resolved. Congress, however, has already taken steps to limit the use of lie detector tests. Labor unions are also bringing suits and seeking contract clauses to protect workers from unjustified invasions of their privacy in the workplace. The courts have also ruled that testing workers for drug use is lawful in some circumstances.

DEVELOPING A POINT OF VIEW

- 1 What was the Supreme Court's ruling in *New Jersey v. T.L.O.*?
- 2 Is it fair for the government to force train crews to submit to drug tests after an accident? Why or why not?



Other Executive Departments

FOCUS

TERM TO KNOW

conservation

OBJECTIVES

- Identify and describe the three executive **departments created in the nineteenth century.**
- Identify and describe the responsibilities of the two **departments created in the early 1900s.**
- Identify and describe the six executive **departments created since 1950.**

The original three executive departments were established in 1789. Over the next 200 years, as the nation grew, additional executive departments were added to help carry out the work of the government. Today there are a total of 14 executive departments. We will look briefly at each of these additional departments, in the order in which they were established.

Departments Created in the Nineteenth Century

During the nineteenth century, three executive departments were established to meet the needs of a growing nation.

Department of Justice

The Department of Justice was not established until 1870, after the Department of the Interior. Nevertheless, it is usually considered the fourth-oldest department because the attorney general, who heads the department, was the fourth member of George Washington's original cabinet.

The attorney general was originally the nation's lawyer and represented the United States government in court. The Justice Department still fulfills this function, but the attorney general almost never appears in court personally.

Over the years, the duties of the Justice Department have expanded to in-

Law Enforcement Attorney General Janet Reno answers reporters' questions at a press conference. *Which part of the Department of Justice investigates most federal crimes?*





Conservation Park rangers at Mammoth Cave National Park in Kentucky help manage and conserve public lands. *What is the role of the Fish and Wildlife Service?*

clude a wide range of law enforcement activities. Whenever a federal law is broken, the Justice Department is responsible for investigating the crime, tracking down the lawbreakers, putting them on trial, and punishing them if they are found guilty.

The Federal Bureau of Investigation, or the FBI, one of the best-known divisions in the Justice Department, conducts investigations and arrests suspects. Those convicted of breaking federal laws are usually sent to federal prisons, which the Bureau of Prisons operates.

Another part of the Justice Department is the Immigration and Naturalization Service, or INS. The INS is responsible for enforcing the nation's immigration laws.

The Department of the Interior

As pioneers moved westward in the mid-1800s, vast areas of land were added to the United States. The Department of the Interior was established in 1849 to

manage that land. Today the Interior Department is primarily responsible for the management and **conservation**, or protection, of the nation's public lands and natural resources.

The best-known part of the Interior Department is the National Park Service, which oversees nearly 80 million acres of land in national parks across the country. The Interior Department also includes the Fish and Wildlife Service, which maintains wildlife refuges and protects endangered animals.

The Bureau of Indian Affairs, another division of the Interior Department, manages land set aside for the use of Native Americans. These areas, called reservations, are home to more than 800,000 people.

Department of Agriculture

The Department of Agriculture, or USDA, became an executive department in 1889. Its job is to help both farmers and the consumers of farm products.



Food Safety and Inspection Service

USDA inspectors help maintain the quality and safety of meat and poultry. *What is the purpose of the Agricultural Research Service?*

Divisions of the USDA that benefit farmers include the Agricultural Research Service, which develops new crops and better ways to grow them, and the Farmers' Home Administration, which lends money to farmers who want to expand their farms.

One agency within the USDA that benefits consumers is the Food Safety and Inspection Service, which helps maintain the quality and safety of meat and poultry. Another is the Food and Nutrition Service, which distributes food stamps to millions of needy families.

Like the Interior Department, the Agriculture Department is also concerned with conservation. The USDA's Soil Conservation Service protects the rich soil of American farms, and its Forest Service maintains nearly 200 million acres of national forests.

Departments Created in the Early 1900s

The early 1900s were a time of great economic and social change. Two important issues were the growth of business and the rights of workers. Two new executive departments were established to help deal with these issues.

Department of Commerce

The Department of Commerce was established in 1903 to encourage the growth of American business. It supervises international trade, promotes tourism and business, and collects information about the country's economic well-being.

The Commerce Department also offers a number of services that are less directly related to commerce. The Bureau of the Census, which you learned about in Chapter 1, is part of the Commerce Department. So is the National Patent and Trademark Office, which keeps official records of inventions and product names. The National Institute of Standards and Technology, another part of the Commerce Department, sets standards for units of measurement such as inches, pounds, and quarts. These are the official measures against which all others are compared.

The Commerce Department also oversees the National Oceanic and Atmospheric Administration (NOAA), which conducts ocean research and keeps track of atmospheric conditions. Our daily weather forecasts usually come from the National Weather Service, part of the NOAA. Warnings about hurricanes, floods, and other potentially destructive natural events come from this organization.

Department of Labor

In the late 1800s, labor unions pressured the federal government to pass laws against unfair labor practices. The Department of Labor was established in 1913 to enforce those laws.

One of the most important parts of the Department of Labor is the Occupational Safety and Health Administration (OSHA). OSHA sets health and safety standards that employers must meet to protect their workers from physical harm. The Department of Labor also includes the Unemployment Insurance Service, which provides financial aid to workers who have been forced to leave their jobs.

The Bureau of Labor Statistics (BLS), another division of the Department of Labor, collects information about the job market and working conditions. This information is available to the public and is particularly useful to people planning their careers.

Departments Created Since 1950

Since 1950, six executive departments have been created, almost doubling the size of the President's cabinet. These departments deal with issues that are increasingly important to many Americans.

Department of Health and Human Services

In 1953 President Dwight D. Eisenhower established the Department of Health, Education, and Welfare to work for the health and well-being of Americans. It was renamed the Department of Health and Human Services in 1979,

when the Department of Education was made a separate department.

The Department of Health and Human Services (HHS) is concerned with the welfare of Americans. Several of its divisions, including the Social Security Administration and the Family Support Administration, provide financial support for people who might otherwise live in poverty.

Most HHS programs, however, benefit all Americans. The Public Health Service, for example, works to keep Americans free from illness. It includes the Centers for Disease Control and Prevention, which conducts research into prevention and cures for diseases, and the National Institutes of Health, which supports other health-related research.

Department of Health and Human Services

The Centers for Disease Control and Prevention protects the nation's health. Which group oversees the safety of all foods, drugs, and cosmetics?





Improving Neighborhoods The Department of Housing and Urban Development provides federal grants to state and local governments. *What kinds of projects are eligible?*

The Food and Drug Administration (FDA), which oversees the safety of all foods, drugs, and cosmetics sold in the United States, is also part of HHS.

Department of Housing and Urban Development

In 1965 President Lyndon Johnson established the Department of Housing and Urban Development, or HUD, to deal with the special problems of cities. HUD operates programs that distribute federal grants to state and local governments. These grants help pay for such projects as rebuilding slums, improving neighborhoods, and building low-income housing. HUD also works with cities and towns to plan for growth.

Department of Transportation

The Department of Transportation (DOT) was formed in 1966 to manage the country's highways, railroads, airlines, and sea traffic. It also promotes transportation safety. Among its different agencies, the National Highway Traffic Safety Administration sets standards for the safety of automobiles, and the Federal Aviation Administration oversees the airline industry. One of the best-known parts of the DOT is the United States Coast Guard, which undertakes search and rescue operations at sea and also serves as an ocean-based police force.

Department of Energy

In 1973 America was hit by its first "energy crisis." The price of gasoline and home heating oil skyrocketed, and these widely used fuels were often in short supply. Americans wondered whether they would have to live with permanent shortages of energy. In 1977 President Jimmy Carter created the Department of Energy to work out and direct an overall energy policy for the nation. The department regulates the development and use of United States oil and gas resources. It also conducts research into ways to use these fuels more efficiently and to develop other sources of energy, such as nuclear energy and solar energy. The Department of Energy also regulates the nation's nuclear power industry.

Department of Education

In the mid-1970s critics charged that the United States was falling behind in education. Although the nation's goal was to provide free education for everyone, the number of people who could not read was increasing. Moreover, students



Special Needs The Department of Veterans Affairs is concerned with the special interests and needs of veterans. *When was this executive department created?*

in Europe and Asia were performing better than American students in science and mathematics.

Many people felt that the system of education in the United States had to be improved. To help meet this goal, President Carter set up the Department of Education in 1979. (Until that time, education had been part of the Department of Health, Education, and Welfare.)

Although responsibility for education lies primarily with the states and with local communities, the Department of Education offers advice and assistance whenever possible. It distributes federal money to states and school districts to help fund such programs as bilingual education, health and drug education, and vocational training. The department also

helps schools meet the special needs of students who are disadvantaged or have disabilities.

Department of Veterans Affairs

About 27 million living Americans have served in the armed forces. Many of these people receive special services from the government, such as inexpensive life insurance and financial aid for education. Some also have special needs, such as medical care for injuries or disabilities received during military service.

For many years, a government agency called the Veterans Administration met these needs. In 1989, however, the Veterans Administration became an executive department. It received a new name, the Department of Veterans Affairs, and the head of the department became a member of the cabinet.

★ SECTION 2 REVIEW ★

UNDERSTANDING VOCABULARY

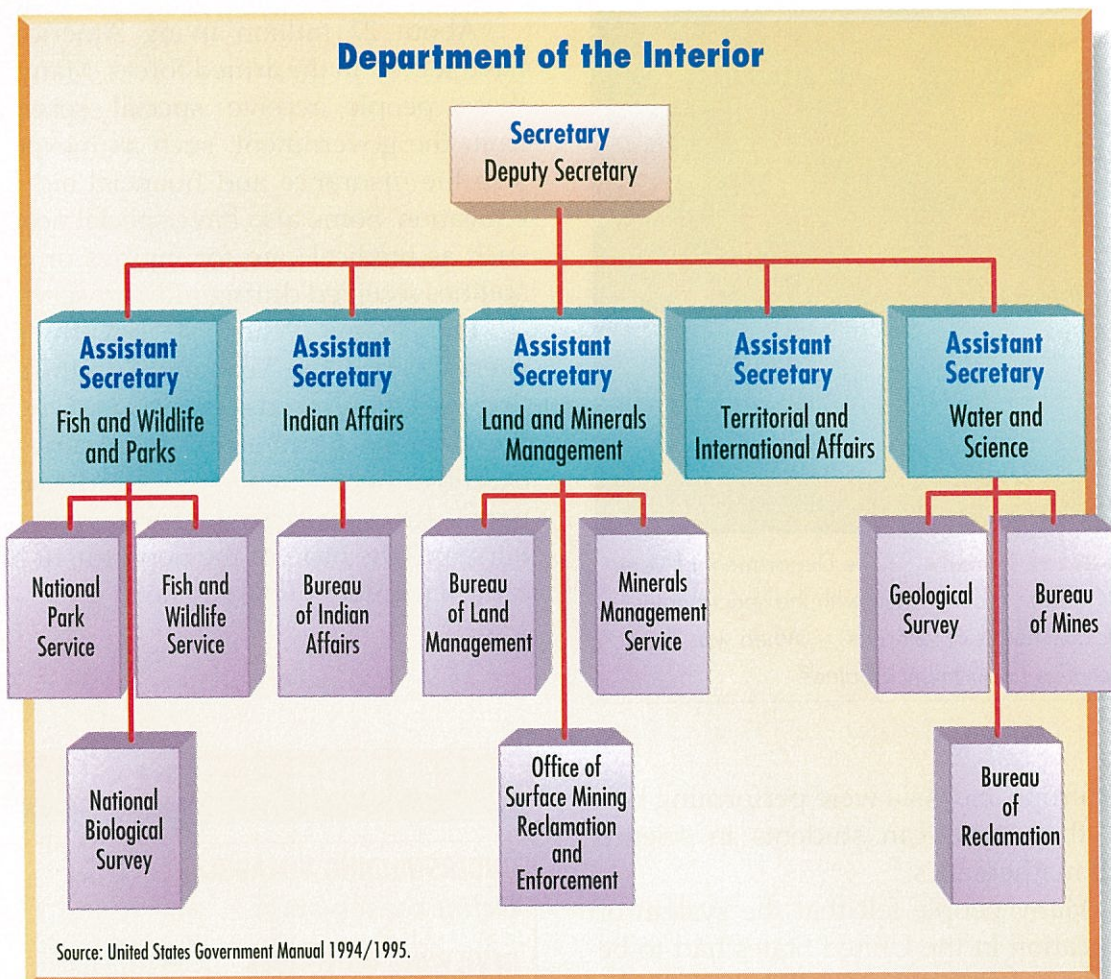
Define conservation.

REVIEWING OBJECTIVES

- 1 What three executive departments were created in the nineteenth century, and what are their responsibilities?
- 2 What are the two executive departments created in the early twentieth century, and what are their responsibilities?
- 3 What are the responsibilities of the six executive departments created since 1950?



How to Read an Organization Chart



An organization chart is a diagram that shows the relationship of different offices or divisions within an organization. It shows the lines of command and communication. It helps you understand the structure of the whole organization as well as the relationship of its various parts.

The organization chart above shows the basic structure of the Department of the Interior. Use the information on

the chart to answer the questions that follow.

CITIZENSHIP IN ACTION

- 1 What role does the deputy secretary of the interior play in the organization of the department?
- 2 Who is responsible for the National Park Service?



Independent Agencies

FOCUS

TERMS TO KNOW

executive agency, regulatory commission, government corporation

OBJECTIVES

- Identify the basic responsibility of **executive agencies**.
- Explain the purpose of **regulatory commissions**.
- Compare **government corporations** with private corporations.

Large as they are, the executive departments can handle only a small part of the executive branch's responsibilities. Other organizations within the executive branch, known as independent agencies, take care of the rest. Such agencies may be created by the President, and funded by Congress, whenever a need for a certain type of work arises.

As a result, today's government includes hundreds of independent federal agencies. Their responsibilities are not always clearly defined, and their work may sometimes overlap. In general, however, they can be divided into three types: executive agencies, regulatory commissions, and government corporations.

Executive Agencies

An **executive agency** is an independent agency responsible for dealing with certain specialized areas of government. The President chooses and the Senate approves the heads, or administrators, of the executive agencies.

The National Aeronautics and Space Administration (NASA) is an executive agency that we hear about every time a space shuttle is launched. NASA has



CHART STUDY

Executive Agencies These agencies handle specialized areas of government. *What is the role of the Commission on Civil Rights?*

Farm Credit Administration (FCA)—1933

Supervises loans to farmers by federal banks

Central Intelligence Agency (CIA)—1947

Gathers political and military information on foreign nations

General Services Administration (GSA)—1949

Maintains federal office buildings and property

National Science Foundation (NSF)—1950

Promotes scientific research

Small Business Administration (SBA)—1953

Protects the interests of small businesses

Commission on Civil Rights—1957

Gathers and evaluates information on discrimination

National Aeronautics and Space Administration (NASA)—1958

Develops and administers the space program

National Foundation on the Arts and the Humanities—1965

Provides grants for the promotion of the arts

Environmental Protection Agency (EPA)—1970

Protects and enhances the environment

Action—1971

Administers programs of voluntary service including the Peace Corps



CHART STUDY

Regulatory Commissions These agencies control certain types of businesses and industries. *Which are concerned with workers' rights?*

Federal Reserve System

Establishes general monetary policies

Federal Trade Commission (FTC)

Prevents monopolies and unfair business practices

Securities and Exchange Commission (SEC)

Regulates the stock market

Federal Communications Commission (FCC)

Regulates radio and television

National Labor Relations Board (NLRB)

Protects the rights of employees

Equal Employment Opportunity Commission (EEOC)

Works to eliminate job discrimination

Consumer Product Safety Commission (CPSC)

Develops standards of safety for consumer goods

responsibility for the nation's space flights and research program. About 21,600 people work for NASA.

Regulatory Commissions

Regulatory commissions are independent agencies that protect the public by controlling certain types of businesses and industries. (See the chart on this page.) Each commission has executive, legislative, and judicial powers.

The FCC

For example, the Federal Communications Commission, or FCC, regulates the television, cable TV, radio, and telephone industries. It exercises its executive power whenever Congress passes a law involving one of those industries. In 1970, for instance, when Congress banned cigarette commercials from television broadcasts, the FCC was responsible for enforcing the law.

More often, however, the FCC exercises its legislative power. Congress has given the FCC the power to regulate radio and television transmissions. Using this power, the FCC has set aside certain frequencies for special uses. FCC decisions have the force of law. Anyone who transmits music over the police band, for example, can be charged with a crime.

The FCC also has a judicial function. For example, anyone who wants to own a television station must obtain a license. In exchange for this license, the owner must demonstrate that the TV station will be run in a way that will benefit the general public. If there are two or more applicants for a license to run a station, the competing sides must present evidence in support of their qualifications. The FCC then awards the license to one of the applicants.

Impartiality

To keep regulatory commissions impartial, Congress has been careful to protect them from political pressure. A board runs each commission and the President appoints and the Senate approves board members. The terms of office of these board members are long—in some cases, as long as 14 years—and the starting dates of the terms are staggered. Furthermore, Democrats and Republicans must



Delivering the Mail The U.S. Postal Service became a government corporation in 1970. *How do government corporations differ from executive departments and agencies?*

receive nearly equal representation on each commission's board.

Because of these safeguards, regulatory commissions tend to be impartial. Their decisions are made to benefit the public rather than to please the members of political parties or interest groups. Nevertheless, many Americans feel that regulatory commissions are a bad idea. They feel that Congress has placed too much power in the hands of too few people. Some people also feel that regulatory commissions make unnecessary rules.

Government Corporations

Many government agencies, especially those that provide services to the public, are set up as government corporations. A **government corporation** is similar to a private corporation, except that the government rather than individuals owns and operates it. The President,

with Senate approval, chooses a board of directors and a general manager to run each corporation.

Government corporations are supposed to be more flexible than regular government agencies. They are more likely to take risks and to find innovative solutions. However, all government corporations operate under instructions from Congress, and their flexibility varies considerably. Today the executive branch includes more than 50 government corporations. The best known of these is the U.S. Postal Service.

Originally an executive department called the Post Office Department, the Postal Service became a government corporation in 1970. As an executive department, the Post Office consistently lost money. Since becoming a corporation, the U.S. Postal Service (USPS) has done a better job of balancing its budget. In part this is because Congress passed legislation giving the USPS "the exclusive right, with certain limited exceptions, to carry letters for others." Only the Postal Service may deliver first-class mail.

★ SECTION 3 REVIEW ★

UNDERSTANDING VOCABULARY

Define executive agency, regulatory commission, government corporation.

REVIEWING OBJECTIVES

- 1 What is the basic responsibility of executive agencies?
- 2 What is the purpose of regulatory commissions?
- 3 How do government corporations differ from private corporations?



The Federal Bureaucracy

FOCUS

TERMS TO KNOW

red tape, spoils system, merit system, civil servant

OBJECTIVES

- Explain the **structure of the federal bureaucracy**.
- Describe the **development of the civil service system**.
- Identify and describe the two agencies responsible for employment in **the civil service today**.

For more than 200 years, Americans have watched the executive branch grow and expand. Today almost 3 million government employees assist the President.

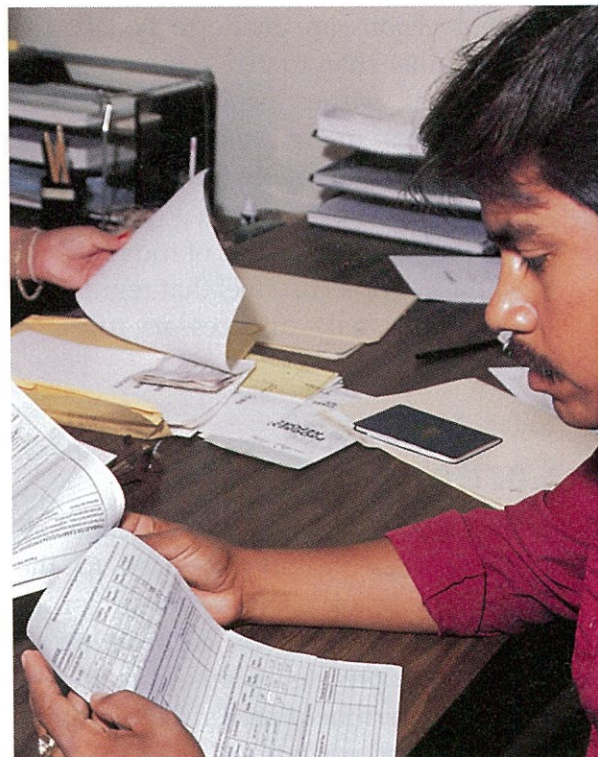
The government has grown for several reasons. The most obvious is that the United States itself has grown. The nation's population is now nearly 60 times larger than it was in George Washington's time. More important, however, the federal government has involved itself in the lives of Americans in ways that the writers of the Constitution never imagined. In 1787 there were no telephones, radios, cars, planes, or satellites. There were also no food safety inspections, no programs to provide low-cost housing, no unemployment insurance

policies, and no social security benefits, which we cannot imagine living without today. Each of these benefits requires regulation or administration by the federal government.

Structure of the Federal Bureaucracy

The federal bureaucracy is well known for its red tape. **Red tape** is a term that refers to inefficiency caused by too many rules and regulations. For example, even a simple task—such as making a correction on an income tax return—can involve speaking with several different federal employees and filling out dozens of forms.

Red Tape The paperwork involved in dealing with the federal government can be overwhelming. *What is the advantage of requiring strict procedures?*



Some of this red tape results from poor planning or bad management. Most of it, however, is a necessary part of the way a bureaucracy works. Each person in a bureaucracy has a specialized function and operates within a strict chain of command. Only certain people have decision-making power; most people are responsible only for carrying out specific duties. A great deal of paperwork is required to get the proper authorization at different stages of any task. This system may be time-consuming and annoying. It does, however, help ensure that cases are handled consistently. This way the bureaucracy treats everyone equally.

Very specific procedures are also necessary to keep decision making to a minimum. If each person in the bureaucracy made individual decisions, the result would be chaos.

Bureaucracies function best when the people who work in them are well trained and well qualified. Managers should be good at giving clear instructions, and those who carry out the instructions should be skilled at their work.

Development of the Civil Service System

Originally, the executive branch was small enough for Presidents to be able to choose most of their employees personally. Early Presidents tried to appoint the most qualified people to federal jobs. They also, however, tended to appoint members of their own party, who shared similar views.

Spoils System

When Andrew Jackson became President in 1829, party loyalty became even more important. Jackson openly gave out

DID YOU KNOW?

Bureaucratic Doublespeak

Government officials sometimes seem to speak a different language from most other Americans. It's known as bureaucratese or doublespeak or gobbledeygook.

The first rule of bureaucratese is that the people who speak it never use one word when two or three or four will do. For example, the homeless might be referred to as "non-goal-oriented members of society."

Here are some other examples of doublespeak. See if you can match them with the equivalent terms.

Energetic disassembly	Peace
Permanent prehostility	A tent
Revenue enhancement	Nuclear plant
Controlled flight into terrain	explosion
Frame-supported tension structure	Tax increase
	Airplane crash



Government doublespeak



Civil Service President James A. Garfield was assassinated by a disappointed office seeker who had hoped to find a job through the spoils system. *What was the spoils system?*

federal jobs as rewards to people who had helped his campaign or done him favors in the past. It didn't matter whether these people were qualified for the jobs they were given. This practice of giving jobs as a reward for party loyalty is called the **spoils system**. The term comes from the saying "to the victor belong the spoils."

The spoils system continued for more than 50 years. During that time, the executive branch grew larger, and the number of incompetent federal workers increased as well. In addition to being unqualified, many government employees were also dishonest and took advantage of their power. As a result, Americans began to demand that something be done about changing the spoils system.

Merit System

After several unsuccessful attempts to end the spoils system, Congress passed the Pendleton Act (also called the Civil Service Act) in 1883. The Pendleton Act replaced the spoils system with a **merit system**, by which government jobs would be given to those most qualified.

The Pendleton Act divided government jobs into two categories, unclassified and classified. Jobs in the unclassified category could still be filled by appointment. Jobs in the classified category, however, would be given to the people who scored highest on tests relating to job skills. The Pendleton Act created an agency called the Civil Service Commission to give the tests and to award jobs to the highest scorers. The



Office of Personnel Management

This federal agency administers civil service tests and hires workers for government jobs. *Which agency deals with civil service promotions?*

name of the agency reflected the idea that government employees are **civil servants**—workers whose primary duty is to serve the government and its citizens.

The Hatch Act

Workers who got jobs through the civil service system were supposed to be promoted on the basis of their job performance. Many believed, however, that managers would tend to promote people who shared their political beliefs rather than people who were good workers. They also feared that government employees would be asked to help one party or another in an election. To meet these concerns, Congress passed the

Hatch Act in 1939. The act forbids any civil servant to work in a political campaign or to get involved in party politics.

The Civil Service Today

In 1978 two federal agencies replaced the Civil Service Commission. The first, the Office of Personnel Management, administers civil service tests and hires workers for government jobs. It also trains new workers and decides on the salary and benefits for each job.

The second agency, the Merit System Protection Board, deals with promotions within the civil service system. It makes sure that promotions are based entirely on merit. It also makes sure that no government worker is discriminated against for personal or political reasons.

The rise of the civil service system has not eliminated the red tape from the federal bureaucracy. It has, however, guaranteed that the executive branch, despite its large size, will work as efficiently as possible.

★ SECTION 4 REVIEW ★

UNDERSTANDING VOCABULARY

Define red tape, spoils system, merit system, civil servant.

REVIEWING OBJECTIVES

- 1** What is the basic structure of the federal bureaucracy?
- 2** How did the civil service system develop?
- 3** What two agencies are responsible for employment in the civil service today?

Identifying Key Terms

Choose the vocabulary term that best completes each of the sentences below. Write your answers on a separate sheet of paper.

embassy regulatory commission
consulate government corporation
spoils system merit system

1. Under the _____, people were given government jobs without regard to their qualifications.
2. Government employees are promoted according to the _____.
3. The employees at the United States _____ in Taipei, Taiwan, worked to improve United States business interests in that city.
4. The U.S. Postal Service is an example of a(n) _____.
5. The _____ was responsible for controlling use of radio frequencies throughout the nation.
6. The _____ was run by the newly appointed ambassador.

Reviewing the Main Ideas

SECTION 1

1. Name three important divisions of the Department of the Treasury.
2. What positions make up the Joint Chiefs of Staff?

SECTION 2

3. Identify two important agencies within the Department of Health and Human Services.
4. Why was the Department of Energy created in 1977?

SECTION 3

5. What is an executive agency?
6. Why are regulatory commissions protected against political pressures?

SECTION 4

7. Why is red tape a necessary part of a bureaucracy?
8. How did the spoils system change the federal bureaucracy?

Critical Thinking

SECTION 1

1. **Determining a Point of View** Do you think the Department of Defense should be under civilian control? Why or why not?

SECTION 2

2. **Evaluating Information** Which of the executive departments do you think has the greatest effect on you and your family? Why?

SECTION 3

3. **Evaluating Information** Government corporations, such as the U.S. Postal Service, are protected from certain types of competition. Do you think this is fair? Why or why not?

SECTION 4

4. **Determining Cause and Effect** What effect does the civil service system have on the work of the federal bureaucracy?

Reinforcing Citizenship Skills

Find an almanac or other resource that gives information on the divisions of the Department of Health and Human Services. Then create an organi-

zation chart that shows the department and the relationship of its various parts. Share your chart with the class.

Cooperative Learning

With three other students, interview a local government official about the government bureaucracy in your community. Ask what he or she considers well-managed programs and why. Ask what methods he or she would recommend to improve the operation of government at the local level. Report your findings to the class.

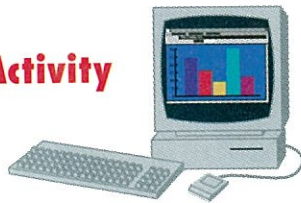
Focusing on Your Community

Jobs within the government bureaucracy are found at every level of government. Research the different types of government jobs in your community. Find out how many people work for the local government. Find out how people apply for these jobs, what qualifications are necessary, and what the salaries are. Prepare a report to present to the class.

Technology Activity

Using the Internet

Search the Internet for information on one of the executive departments, agencies, or commissions of the federal government. You may want to use the name of the organization as the key words to focus your search. Use the information you find on the Internet to write a paragraph explaining current policies and responsibilities of the organization.

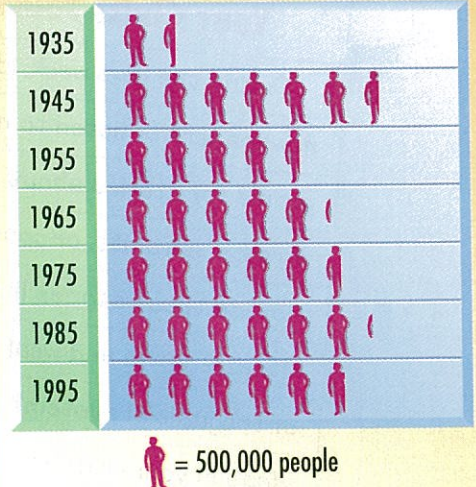


Analyzing Visuals

The second half of the twentieth century has seen many changes in the federal government. The following pictograph shows the number of federal civilian employees from 1935 to 1995. Study the graph and then answer the questions.

1. How many people were employed by the federal government in 1935? In 1995?
2. Why do you think there were so many federal employees in 1945?
3. Explain the increase in the number of people employed by the federal government between 1935 and 1995.
4. What do you think has happened to the numbers of civilian employees at the state and local levels?

Civilian Employees of the Federal Government, 1935–1995



Source: U.S. Bureau of the Census.

The Judicial Branch

CIVIC PARTICIPATION

The judicial system of the United States is one of the nation's most important institutions. Its function is to interpret the laws and to preserve and protect the rights the Constitution guarantees. As such, it plays a vital role in the system of checks and balances that protects our democracy. Look in your local library for information on the federal court

system. Find out the location of the nearest federal district court and court of appeals and the names of the judges on these courts.

Working in Your Community

Using this information, prepare a file for your school library. Include the locations of the nearest federal courts, the names of their judges, and a summary of how the federal court system works. ■

Your Civics Journal

During the next week, look in newspapers or listen to news programs for stories about criminal arrests, lawsuits, or court cases. How do these stories illustrate the strengths and weaknesses of the judicial system? Write your ideas in your civics journal, including specific examples.

