

Government In Action

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KEOHANE • KEOHANE • MCGOLDRICK



Government in Action

A STUDY OF PROBLEMS
IN AMERICAN DEMOCRACY

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PREFACE

Government in Action, a textbook for high-school juniors and seniors, has grown out of the classroom. It started several years ago with mimeographed sheets prepared for students in the University High School, University of Chicago. At that time, we felt that the material available for high-school students was not sufficiently realistic to permit a true understanding of how governments function. At this point the original authors were joined by Professor McGoldrick who has had wide experience in the theory and practice of government. We three wished to develop with our students what Professor Howard E. Wilson calls "a sense of what government is and what its processes are." This early material provoked so much student interest and enthusiasm that we were encouraged to expand it from year to year until it became the basic core of this textbook.

The contents of *Government in Action* have been determined by two thoroughly established educational principles:

1. To understand rather than to memorize. A government course, therefore, should not stress miscellaneous facts which are easily forgotten and soon obsolete. To illustrate how we have tried to carry out this principle, see Chapter VII. The central idea of that chapter may be expressed in this generalization, "Political parties are organized to control votes and carry elections," and the facts included form an obvious basis for it.

2. Generalization cannot be taught directly; the student must be given enough descriptive and factual material so that he may form the generalization for himself. In Chapter VII, to follow out the example given above, we describe the actual work of a precinct captain and the methods by which the party machine keeps in power and raises money for cam-

paigns. From such facts, the student makes his own generalization. He gains a fundamental understanding which illuminates for him the whole political scene. A content chosen to meet these two requirements should help the student to gain a mastery of a few basic ideas on government. These understandings cannot be forgotten. They become a part of his mental equipment; they are quite different from isolated facts, such as the number of delegates each state sends to a national convention, or the salary of a government official.

When we accept the two foregoing teaching principles we commit ourselves to an organization of material which will stress the functions of governments rather than the forms of governments. Such an organization squares with fundamental realities, since governments are not ends in themselves but are agencies *for doing things*. As Professor Steadman has said, "Governments cannot be studied in a vacuum." Even their machinery is intelligible only in motion; to understand governments we must watch them in action — conducting schools, protecting health, securing justice, regulating business, performing a hundred other services. Furthermore, a functional organization makes motivation natural and easy. Each chapter presents a unified problem of intrinsic interest to the student. It is much easier, for example, to interest a class in "how political parties work" than in "local government."

Another advantage of functional organization is that each chapter as well as each unit is built upon preceding ones in such a fashion that understanding becomes cumulative. This is in direct contrast to the structure of government organization, which is necessarily compartmental, with each section of the presentation quite distinct from other sections. But in a functional organization the principles learned in earlier units appear in new settings in later units. We believe that Professor

Rugg's principle of "controlled repetition" has been built into this book, and it has been possible so to build it because of the organization around the functions of government.

Teachers will note, and we hope be pleased with, the hundreds of illustrations, charts, graphs, and diagrams. Their purpose, most emphatically, is to help in teaching. We have striven to use charts and pictures solely as an aid to help the student understand and develop certain important generalizations. The right picture will often drive home a point more clearly than a page of text. A chart which graphically summarizes a mass of figures points the story more dramatically than bare statistics. A diagram such as the one on page 172 gives a more vivid picture of the wheels-within-wheels aspect of political parties than many pages of text.

Government in Action is, frankly, best suited for a junior or senior course in civics or government. But it should also prove appropriate for many Problems of Democracy courses. While government is the core of the text, the approach and the discussion have a definite social and economic slant. We have tried to make it a government text integrated with economic and social problems. It has a stronger unifying theme than if it dealt solely with a group of miscellaneous problems of today. We believe that this is important, because the student should leave an advanced course in the social studies with, as we have said before, definite understandings, definite ideas. He should not leave the course with a series of unrelated, soon-to-be-forgotten facts.

Like teachers the country over, we have had to face in our classrooms the problem of how to adapt materials to students of differing abilities. With *Government in Action* we suggest that the slower students limit their work largely to the textbook. For the advanced students we have provided ample scope for better abilities and initiative through a multiplicity of com-

munity projects, definite reading assignments in the Classroom Library (page ix) and through the suggestions at the end of each chapter for additional readings and reports. We have tried to gear the text material to the intelligence level of the average student, or the slightly below-average student. For the brighter student we have provided enrichment through a different kind of activity.

Our sole purpose in departing from the traditions of content, emphasis, organization, and illustrative material has been to make a more teachable and more practical textbook. In so doing we have drawn heavily upon our classroom experience, the advice and counsel of teachers and friends, the very helpful suggestions from the three members of the Advisory Board listed on the title page, and the recommendations and reports of many educational bodies. We hope that high-school teachers will believe we have contributed a valuable tool to attain our common objective: to help high-school students really to understand the principles and problems of good government.

R. E. K.

M. P. K.

J. D. McG.

CLASSROOM LIBRARY

The classroom library suggested here has been compiled on the basis of actual usefulness in the high-school classroom. The minimum classroom library, including the references in I and II below, can be obtained for \$5.

I. *Free material*

A. From the secretary of state of your state:

1. Several copies of the state constitution
2. The legislative manual or "blue book" of your state
3. The current legislative record of your state, if one is published

If your state maintains a Legislative Reference Bureau, that is the proper source for this publication.

B. From your city clerk:

1. Annual reports of your city
2. Annual budgets of your city
3. Several copies of the city charter

C. From one of your United States Senators or from the Representative for your district:

Congressional Record. Every member of Congress is allowed several copies free, and if his list is not already full one of your representatives will doubtless be glad to place your high school on his mailing list.

D. Obtainable by the classroom library committee:

An excellent way to develop pupil responsibility and initiative, encourage co-operative activity, and build up a valuable classroom library at practically no cost is to appoint a classroom library committee for each Unit. These committees should be appointed early in the course, so that they may have material *on hand* by the time the class begins the study of the Unit. It should be the duty of each classroom library committee to collect free material, look it over, and be able to give the class an idea of the type of thing on hand. A healthy rivalry between committees to see which can secure the most interesting set of materials should produce results. Each com-

mittee should go over the Activities at the end of each chapter of its Unit for suggestions as to available sources of material. In addition, it should secure the following:

Unit One. Annual reports of your city (see I, B); price list of United States Department of Agriculture publications (from the Superintendent of Documents, Washington, D. C.)

Unit Two. State constitution (see I, A); city charter (see I, B); local Board of Education reports; Legislative Reference Bureau publications (see I, A)

Unit Three. Campaign literature of leading parties (in 1936 addresses of headquarters were: Republican National Committee, 80 East Jackson Street, Chicago; Democratic National Committee, National Press Building, Washington, D. C.; Socialist Party of America, 549 West Randolph Street, Chicago); sample ballots and registration cards (from your local Board of Elections)

Unit Four. *Congressional Record* (see I, C); copies of bills and laws (from the clerk of your state Senate or Assembly); copies of city ordinances (from the city clerk); Legislative Reference Bureau publications not already obtained for Unit Two (do not duplicate unless extra copies are really needed)

Unit Five. Reports and other publications obtainable from the Board of Health (state and local); the United States Public Health Service; the local Board of Education (unless already obtained for Unit Two); the state Department of Education; the state Department of Conservation; the United States Children's Bureau; the Reclamation Service, United States Department of the Interior; the Tennessee Valley Authority, Knoxville, Tennessee; reports of state welfare institutions; the United States Department of Commerce, especially an excellent pamphlet (free in 1936) entitled *How the Department of Commerce Serves You on Land, on Sea, and in the Air*. Unless another address is given, address all United States Government agencies at Washington, D. C.

Unit Six. The following agencies are constantly issuing new mimeographed and pamphlet material, and will send free material and a list of inexpensive pamphlets: The League of Nations Association, 75 East Wacker Drive, Chicago; The

National Committee on the Cause and Cure of War, 70 East Forty-fifth Street, New York City; The World Peace Foundation, 8 West Fortieth Street, New York City

An inquiry addressed to the United States Department of State will secure a list of mimeographed and pamphlet material on reciprocal trade agreements, regulations for passports, and similar topics.

Unit Seven. Budgets and financial reports of your local and state governments

Unit Eight. Announcements of examinations and sample examinations from the United States Civil Service Commission and your state and local commissions, if you have them; naturalization and immigration bulletins from the Naturalization and Immigration Service, United States Department of Labor

II. *Minimum references to be purchased* (cost, approximately \$5)

A. *The World Almanac and Book of Facts*, New York World-Telegram, 125 Barclay Street, New York City; or the *Chicago Daily News Almanac and Year-Book*, Chicago Daily News, Chicago

B. League of Women Voters Handbook for your state. Write The National League of Women Voters, 726 Jackson Place, Washington, D. C., for information as to your state headquarters. The price of the Handbook is usually 35 cents. If none is available, some other book on your state government is essential.

C. *The United States Government Manual*, United States Information Service, 1423 F Street, N. W., Washington, D. C. (\$2 a year). This loose-leaf service keeps the subscriber constantly informed of changes in the organization and activities of the national government.

D. Some standard American history. The one used in the American history course in your school will be satisfactory, and no money need be spent on this item.

E. Some weekly publication devoted primarily to news about government. We suggest one of the following:

The American Observer, Civic Education Service, 744 Jackson Place, Washington, D. C. (single subscription, \$2 a year)

Scholastic: The American High School Weekly, Chamber of Commerce Building, Pittsburgh, Pennsylvania (single subscription, \$1.50 a year)

The United States News, United States News Building, Twenty-second and M Streets, Washington, D. C. (single subscription, \$2 a year)

If you want a club subscription to any of these, write the publishers for special rates for the school year.

III. Pamphlet material

Excellent series of pamphlets, each devoted to a relatively full discussion of some governmental problem, are now available. Since new pamphlets are being constantly issued, the teacher should write to the publisher of each series for their current lists. The prices cited are as of 1936.

A. American Primers, University of Chicago Press, Chicago (25 cents each). These "primers" are written in readable style, amusingly illustrated with cartoons, and full of valuable concrete material. Representative titles are: *Youth in the Depression* by Kingsley Davis; *Business and Government* by J. C. Crighton and J. J. Senturia; *You and Machines* by W. F. Ogburn; *Jobs or the Dole?* by N. B. De Nood; *Money* by Marc Rose and R. L. Horne; *Crime* by Nathaniel Cantor; *Friends or Enemies?* by J. W. Pratt

Headline Books, Foreign Policy Association, 8 West Fortieth Street, New York City (35 cents each). As interesting as American Primers, and invaluable in their sphere of foreign relations. The first six titles of the series are: *War Tomorrow — Will We Keep Out?* *Dictatorship*; *Made in U. S. A.*; *Peace in Party Platforms*; *Clash in the Pacific*; *Flags and Drums*

C. World Affairs Books, World Peace Foundation, 8 West Fortieth Street, New York City (25 cents each). Especially No. 3, *America Must Choose* by H. A. Wallace; No. 13, *America Must Act* by F. B. Sayre; and No. 14, *Raw Materials, Population Pressure, and War* by Sir Norman Angell

D. League of Women Voters publications, National League of Women Voters, 726 Jackson Place, Washington, D. C. The following titles are especially recommended: *Trained Personnel in Public Service* (25 cents); *Taxes and Tax Trends* (50 cents);

Budget Making and Administration (15 cents); *Buyers Beware* (15 cents); *Government and the Consumer* (25 cents)

- E. Building America series, Society for Curriculum Study, 425 West 123d Street, New York City

IV. *Descriptive material and fuller discussions*

- A. Hoan, D. W., *City Government*, Harcourt, Brace, 1936 (\$2.50)
- B. Hill, H. C., and Tugwell, R. G., *Our Economic Society and Its Problems*, Harcourt, Brace, 1934 (\$1.72)
- C. Kent, F. R., *The Great Game of Politics*, Doubleday, Doran, 1930 (\$1.80)
- D. Hill, H. C., ed., *Readings in Community Life*, Ginn, 1930 (\$1.80)

V. *Reading for the teacher and advanced students*

The vocabulary of these volumes makes them difficult reading for the average senior.

- A. McDonald, A. F., *American City Government and Administration*, rev. ed., Crowell, 1936 (\$3.75). Because this book is much more descriptive and less legalistic than most works on city government, the advanced student will enjoy it.
- B. Beard, C. A. and William, *The American Leviathan*, Macmillan, 1931 (\$5). A fascinating description of our national government as it really works.
- C. Fairlie, J. A., and Kneier, C. M., *County Government and Administration*, Appleton-Century, 1930 (\$4). This volume is invaluable for an understanding of the form and functions of county and other local rural governments, which are too often neglected in the study of American government.
- D. Mathews, J. M., *American State Government*, rev. ed., Appleton-Century, 1934 (\$3.75). For the teacher — too legalistic for pupil reading.
- E. Either of these two references on comparative government, intended primarily for the teacher:
 - i. Munro, W. B., *The Governments of Europe*, new and rev. ed., Macmillan, 1931 (\$4). With this should be purchased the pamphlet by the same author, *Major Changes in the Governments of Europe since 1930: A Supplement to The Governments of Europe*, Macmillan (40 cents).

2. Ogg, F. A., *European Governments and Politics*, Macmillan, 1934 (\$4.25)

F. *Report of the National Resources Board*, Government Printing Office, Washington, D. C., 1934 (\$3.50). The maps and other illustrations in this book make it particularly valuable.

G. *Recent Social Trends in the United States: Report of the President's Research Committee on Social Trends*, McGraw-Hill, 1933 (originally published in a two-volume edition at \$10; now available in a cheaper edition). Very valuable for the teacher; good for advanced students if time suffices.

VI. *Moving pictures and broadcasting*

A. If the school possesses a 35-mm. or a 16-mm. moving-picture projector, the class in government will enjoy moving pictures that are available free from agencies of the national government (cost of shipment must be paid usually, however). Lists of available moving-picture reels can be obtained from: the Office of Education and the National Parks Service, Department of the Interior; the Tennessee Valley Authority; the Department of Agriculture; the War Department; the Navy Department; and the Department of Commerce.

B. Students should be encouraged to listen to such excellent radio broadcasts as that of the League for Political Education ("America's Town Meeting of the Air").

VII. *Keeping up to date on methods and materials in the social studies*

The best and simplest way for the busy teacher to do this is to join the National Council for the Social Studies. Membership costs only \$3 a year, and offers in return nine numbers of *Social Education*; a yearbook on some aspect of the teaching of social studies; and four conferences each year, in different sections of the country. Address Professor Howard E. Wilson, Lawrence Hall, Harvard University, Cambridge, Massachusetts.

CONTENTS

PREFACE

v

CLASSROOM LIBRARY

ix

UNIT ONE

The Nature and Purpose of Government

- | | |
|--|----|
| 1. HOW GOVERNMENTAL FUNCTIONS MULTIPLY | 3 |
| 2. WHAT GOVERNMENT IS | 33 |

UNIT TWO

Four Cornerstones of American Government

- | | |
|------------------------------------|-----|
| 3. REPRESENTATIVE DEMOCRACY | 57 |
| 4. CONSTITUTIONAL GOVERNMENT | 75 |
| 5. OUR FEDERAL SYSTEM | 105 |
| 6. STATE AND LOCAL SELF-GOVERNMENT | 127 |

UNIT THREE

Securing the Consent of the Governed

- | | |
|---|-----|
| 7. HOW POLITICAL PARTIES WORK | 155 |
| 8. CHOOSING OUR OFFICIALS | 182 |
| 9. MAKING OUR DEMOCRACY MORE DEMOCRATIC | 207 |

UNIT FOUR

How Governmental Policies Are Made and Carried Out

- | | |
|--|-----|
| 10. DETERMINING NATIONAL AND STATE POLICIES | 237 |
| 11. HOW PEOPLE OUTSIDE OF GOVERNMENT HELP TO DETERMINE GOVERNMENTAL POLICIES | 268 |
| 12. CARRYING STATE AND NATIONAL POLICIES INTO EFFECT | 294 |
| 13. HOW OUR COURTS MAKE AND ENFORCE LAW | 324 |

14. REFORMING THE ADMINISTRATION OF JUSTICE	352
15. HOW OUR LOCAL GOVERNMENTS MAKE AND CARRY OUT POLICIES	375
16. HOW OUR AGENCIES OF GOVERNMENT WORK TOGETHER	414

UNIT FIVE

How Our Governments Promote the General Welfare

17. CONSERVING OUR NATURAL RESOURCES	441
18. CONSERVING OUR HUMAN RESOURCES	471
19. AIDING THE UNDERPRIVILEGED	512
20. AIDING AND REGULATING BUSINESS	545
21. HOW OUR GOVERNMENTS CONDUCT BUSINESS	577

UNIT SIX

The United States in the Family of Nations

22. THE UNITED STATES AS A GREAT POWER	607
23. INTERNATIONAL CO-OPERATION	633
24. WAR AND PEACE	651

UNIT SEVEN

Financing Our Governments

25. HOW PUBLIC FUNDS ARE SPENT	677
26. HOW PUBLIC FUNDS ARE OBTAINED	699

UNIT EIGHT

The Citizen's Relation to His Government

27. GOVERNMENT AS A VOCATION AND AS AN AVOCATION	733
28. THE MEANING OF AMERICAN CITIZENSHIP	761
29. THE CHALLENGE TO DEMOCRACY	777

APPENDIX: THE CONSTITUTION OF THE UNITED STATES	803
INDEX	831

UNIT ONE

The Nature and Purpose of Government

Chapter 1. HOW GOVERNMENTAL FUNCTIONS MULTIPLY

Chapter 2. WHAT GOVERNMENT IS

GOVERNMENT touches your life in unnumbered ways. Even the alarm clock that wakes you each morning has been set, indirectly, by the official time signals of the Naval Observatory at Washington. Before you reach school, governments have rendered you a dozen other services. In all probability the water you use was supplied by your city government, the milk and cream for your breakfast was produced under conditions enforced by state and city health departments, the bacon and eggs were certified by agents of the United States Department of Agriculture. The radio program to which you listened was broadcast under governmental supervision, the streetcar or bus lines you patronized are regulated by government; you reached your government-supported school by government-built streets, sidewalks, and bridges. No one of us can afford to be indifferent to government. It affects our welfare too closely.

Unit One describes the place of government in the world of today. We see how our governments have grown, and why. We gain an understanding of why government has become indispensable to modern life.