

policy. These methods include creating treaties; appointing ambassadors; and directing foreign aid, international trade, and military forces.

**Creating Treaties and Executive Agreements** Formal agreements between the governments of two or more countries are called **treaties**. Some treaties are based on defense: nations that become allies agree to support each other in case of attack. One of the most important treaties for the United States is the North Atlantic Treaty Organization (NATO). This is a mutual defense treaty between the United States, Canada, and the nations of Europe.

The Senate must approve a treaty by a two-thirds vote. However, the president can bypass the Senate by making an **executive agreement.** This is an agreement between the president and the leader of another country. Most such agreements deal with fairly routine matters.

**Appointing Ambassadors** An official representative of a country's government is an **ambassador**. The president appoints about 150 ambassadors, who must be approved by the Senate. Ambassadors are sent only to those countries where the United States recognizes, or accepts, the legal existence of the government. If the government of a certain country is thought to hold power illegally, the president can refuse to recognize that government. In that case, no American ambassador will be sent to that country, and that country will not be allowed to send an ambassador to the United States.

**Foreign Aid** This is money, food, military assistance, or other supplies given to help other countries. One of this nation's greatest foreign aid triumphs was the Marshall Plan, a program created to help Western Europe rebuild after World War II.



#### Condoleezza Rice (1954– )

Condoleezza Rice juggles numbers of missiles and tanks as confidently as any general. An expert on Russia and arms control, Rice launched her foreign policy career while only a teenager.

Born in Birmingham, Alabama, Rice lived through the early years of the civil rights



movement. While Rice was in junior high school, her father took a job in Denver, Colorado. There she skipped two grades and entered college at age 15. As Rice shopped for a major, she sat in on a lecture about the former Soviet Union. All the plotting and scheming by the Communists fascinated her. Rice was hooked. A talented piano player, Rice once joked, "I was saved from [becoming] a music major by Russia."

Rice went on to earn a Ph.D. and by her late 20s was teaching political science at Stanford University in California. In 2001 President Bush appointed Rice as the first woman to head the National Security Council. In 2005 he appointed her to serve as Secretary of State. Rice became the first African American woman to hold that position.



**International Trade** As the leader of a great economic power, the president can make agreements with other nations about what products may be traded and the rules for such trading. Sometimes trade measures include **trade sanctions**, or efforts to punish another nation by imposing trade barriers. Another punishing tool is the **embargo**, which is an agreement among a group of nations that prohibits them all from trading





**Protecting American Interests** A bronze model of the Statue of Liberty and a statue depicting an American taken hostage in 1979 stand outside the U.S. embassy in Iran. How might a president withdraw formal recognition from a country's government?

with a target nation. Congress takes the lead in other areas, such as tariffs—taxes on imported goods—and membership in international trade groups, such as the North American Free Trade Agreement (NAFTA) and the World Trade Organization (WTO).

**Military Force** As commander in chief of the armed forces, presidents may use the military to carry out some foreign-policy decisions. This is a powerful tool of foreign policy, but one that must be used with great care. Presidents throughout history have made use of this power. President George Washington summoned troops to put down the Whiskey Rebellion in 1794. President Bill Clinton ordered cruise missiles to be launched at terrorist facilities in Afghanistan and Sudan in 1998. In 2003 President George W. Bush ordered the American armed forces to invade Iraq and remove their harsh dictator Saddam Hussein.

**Reading Check Concluding** What foreign policy tools does the president have to deal with international terrorism?

## SECTION ASSESSMENT

#### **Checking for Understanding**

**1. Key Terms** Define the following terms and use them in sentences related to U.S. foreign policy:

foreign policy, national security, treaty, executive agreement, ambassador, trade sanction, embargo.

#### **Reviewing Main Ideas**

- 2. Describe In what way can trade sanctions and embargoes be used in conducting foreign policy?
- **3. Define** What is NATO and how does it fit into United States foreign policy? What is NAFTA and how does it fit into U.S. foreign policy?

#### **Critical Thinking**

**4. Making Judgments** Should Congress or the president have more power in conducting foreign affairs? Explain your answer.

**EIVICS** 

line

5. Organizing Information Categorize the tools available to Congress and the president in carrying out foreign policy by completing a graphic organizer like the one below.



#### **Analyzing Visuals**

**Study Central**<sup>™</sup> To review this section, go to

civ.glencoe.com and click on Study Central<sup>™</sup>.

**6. Infer** Review the photograph of the United States embassy in Iran on this page. What sort of impression do you think this building gives to people in Iran?

#### 🖈 BE AN ACTIVE CITIZEN 🖈

**7. Survey** Interview several adults, all of whom have different jobs, about the North American Free Trade Agreement (NAFTA). Find out why they think it is good or bad foreign policy. Share your results with the class.

**178** Chapter 7 The President and the Executive Branch

# Presidential Advisers and Executive Agencies

#### **GUIDE TO READING**

#### **Main Idea**

SECTION

Thousands of employees and advisers help the president.

#### **Key Terms**

cabinet, federal bureaucracy, independent agency, government corporation, political appointee, civil service worker, civil service system, spoils system, merit system

#### **Reading Strategy**

**Categorizing Information** As you read, complete a chart similar to the one below to categorize functions of the president's executive office.

President's Executive Office	
White House Office	Role:
OMB	Role:
NSC	Role:
Homeland Security Council	Role:
CEA	Role:

#### **Read to Learn**

- How does the EOP help presidents perform their duties?
- What are the duties of the federal bureaucracy?





Early presidents governed with the help of a small circle of advisers. Over time, presidents' cabinets have grown to meet the increasing demands of a vast and diverse nation. On November 25, 2002, President George W. Bush signed the Homeland Security Act of

2002 into law. The act established a new Department of Homeland Security, whose primary mission President Bush noted "will be to help prevent, protect against, and respond to acts of terrorism on our soil." Secretary of Homeland Security Michael Chertoff states, "We win the war on terror by being able to conduct lives, encourage prosperity, protect liberty, [and] preserve privacy while preventing terrorists from carrying out actions in this country."



Michael Chertoff

## **Executive Office of the President**

In 1801 President Thomas Jefferson did his job with the help of a few advisers, a messenger, and a part-time secretary. Today thousands of highly trained specialists like Michael Chertoff, secretaries, and clerks assist the president. Most of these people work in the Executive Office of the President (EOP). These people are often referred to as a president's administration.

Franklin D. Roosevelt's administration created the EOP in 1939 to help the president do his job. The office has been growing ever since. Currently it has about 2,000 employees and a budget of more than \$100 million. The men and women in the EOP do a variety of things. They prepare reports for the president on special topics, such as new taxes that might be needed. They help write bills for the president to send to Congress. They check on the work of the many different agencies of the executive branch.



## Motion

## The Executive Office of the President (EOP)



Located in the West Wing, the Oval Office is where presidents set priorities, make decisions, meet with staff, and greet White House visitors.

The most important parts of the EOP include the following: the White House Office, the Office of Management and Budget, the National Security Council, the Office of Administration, and the Council of Economic Advisers.

#### White House Office

This unit consists of about 500 people who work directly for the president. Among them are 10 to 12 people who serve as the president's closest political advisers. The most powerful among this group is the chief of staff. Other top advisers are the deputy chief of staff, the assistant for domestic affairs, the counsel (lawyer) to the president, the appointments secretary, the assistant for public relations, the assistant for legislative affairs, and the press secretary. (The press secretary provides the public with news about and statements from the president.) As a group, such advisers make up the White House staff.

The White House staff screens the flow of information and people trying to reach the president. Presidents cannot possibly meet with everyone who wants to see them; nor can they read all the reports, memos, and letters sent to them. The White House staff largely decides who and what gets through to the president. As a result, this group of advisers has a lot of political power. Lawmakers and others know that to influence, or sometimes even to speak with, the president, they must go through the White House staff.



#### Office of Management and Budget (OMB)

This agency prepares the federal budget and monitors spending in hundreds of government agencies. The director of the OMB reports directly to and works closely with the president. The federal budget is the clearest statement of the administration's plans and goals for the coming year.

#### **National Security Council (NSC)**

This group helps the president coordinate United States military and foreign policy. It deals with matters affecting the safety and security of the United States. Its members include the vice president, the secretaries of state and defense, and the chairman of the Joint Chiefs of Staff, a group made up of the top commander from each of the armed services. The president may also invite others to be a part of the NSC. The national security adviser heads the NSC staff. The NSC also supervises the Central Intelligence Agency (CIA), which gathers information about the governments of other countries.

#### **Office of Administration**

The Office of Administration provides administrative services to all of the executive offices of the president. The Office also responds to individuals who are seeking records under the Freedom of Information Act.

#### **Council of Economic Advisers (CEA)**

This group helps the president carry out the role of economic leader. The president names the CEA's three members, and the Senate must approve them. The CEA's primary duty involves giving the president advice about complex economic matters such as employment, tax policy, inflation, and foreign trade. **Reading Check** Identifying What are the duties of a president's chief of staff?

## **Cabinet**

The **cabinet** is a group of presidential advisers that includes the heads of the 15 top-level executive departments. The head of the Department of Justice is called the attorney general; all the other department heads are called secretaries. The president may also ask the vice president and other top officials to join the cabinet.

#### **Department of Homeland Security**

On November 25, 2002, President Bush signed the Homeland Security Act of 2002 into law. In forming the new Department of Homeland Security, the act created a federal department to consolidate the nation's defenses against terrorist attack and better coordinate counterterrorism intelligence. It is the first new department established since the Department of Veterans Affairs was established in 1989.

#### **Cabinet Responsibilities**

As cabinet members, the secretaries advise the president on issues related to their departments. The secretary of agriculture, for instance, might keep the president and White House staff informed about problems of concern to American farmers. Cabinet secretaries often make important policy decisions.

No mention of the cabinet appears in the Constitution. Instead, this body developed over the years through custom and usage. The cabinet started when George Washington began to meet regularly with the heads of the first four executive departments. These were the attorney general and the secretaries of state, war, and the treasury.

The cabinet meets whenever the president determines that it is necessary. This may be as often as once a week or hardly at all.





### How Much Power Does the President Have During a Crisis?

Imagine the following scenario. Terrorists have just attacked the United States, killing thousands of Americans. Country X has supported these terrorists.



The president plans to issue an executive order because he fears more attacks and wants to find the terrorists and those who aided them. Assume that you and your classmates are legal advisers to the president. Decide which of the following provi-

sions should be included in the executive order. Use the amendments to the Constitution (pages 72–81) to help you decide if the provisions are constitutional.

- Five thousand people from Country X who are in the country but are not yet U.S. citizens are called in for questioning. Those "suspected of being terrorists" can be kept secretly in jail for up to 180 days, without seeing family, friends, or a lawyer.
- All people with last names like those found in Country X are stopped at airports for extra questioning and searches of their luggage and handbags.
- Newspapers, radio, and television stations are told not to print or air any criticism of the president in the war against terrorism. Violations will result in fines of up to \$1,000.
- No one is allowed to give money to a charity for Country X until the U.S. government decides it is not working with the terrorist group.
- All e-mail exchanged between the United States and Country X will be subject to monitoring by U.S. government officials.

### 🖈 BE AN ACTIVE CITIZEN 🖈

Do you think that this type of executive order that suspends constitutional rights—is justified? Explain your reasons. Many presidents have not relied heavily on their cabinet and have felt free to ignore cabinet advice. As heads of executive agencies, these department secretaries must spend most of their time coordinating those departments' activities. Department heads of the cabinet must be approved by the Senate.

**Recalling Check** Recalling When does the cabinet meet?

## The Vice President and the First Lady

Most presidents have delegated little authority to their vice presidents. Recently, however, some have tried to give their vice presidents more responsibility. Vice President Al Gore, for example, served as a close adviser to President Bill Clinton on environmental issues, and Vice President Dick Cheney advised President George W. Bush closely on foreign policy issues.

The Constitution does not mention the spouse of a president. Many First Ladies, though, have served the country. Eleanor Roosevelt worked tirelessly for the young and the disadvantaged. Nancy Reagan spoke out for drug abuse prevention, Hillary Clinton worked to improve health care for all Americans, and Laura Bush promoted education and reading. Today First Ladies have an office in the White House as well as a staff that includes a chief of staff and a press spokesperson.

### **The Federal Bureaucracy**

Below the cabinet departments are hundreds of agencies that deal with everything from setting standards for the hot dogs you eat to running the space shuttle program. About 3 million civilians work in these many departments and agencies. Taken together,

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the agencies and employees of the executive branch are often called the **federal bureaucracy.** The people who work for these organizations are called bureaucrats, or civil servants.

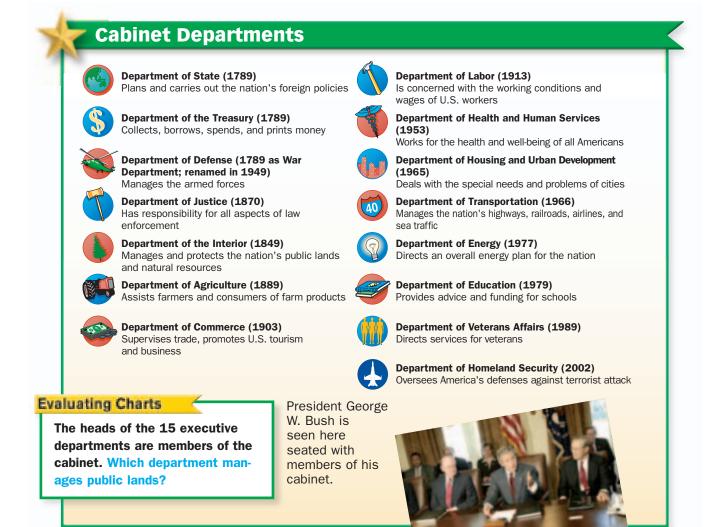
#### What Does the Federal Bureaucracy Do?

The executive branch of government must carry out the many programs that Congress has created to serve the American people. Executive departments and agencies do this by performing three basic jobs. First, they turn new laws into action by deciding how to apply the laws to daily life. When Congress writes new laws, it often uses very general language. Federal agencies then must develop specific rules and procedures to put the laws into practice.

Second, departments and agencies administer the day-to-day operations of the federal government. Agencies deliver the mail, collect taxes, send out Social Security checks, patrol the borders, run national parks, and perform thousands of other services.

Third, with authority from Congress, federal agencies regulate various activities. They regulate, or police, the activities of broadcasting companies, labor unions, banks, airlines, nuclear power plants, and many other enterprises and organizations.

In doing these jobs, federal agencies help shape government policy. By deciding how





## TIME Teens in Action

t's not every kid who has attended a presidential inauguration. Then again, Haamid Johnson is hardly "every kid." By age 17, Johnson had been elected Youth Mayor of Chicago and had an internship at City Hall. He organized a school political science club, been twice elected class president, worked briefly for the Democratic Party, and logged some 50 hours passing out flyers and making phone calls for thencandidate George W. Bush.

"Even though Bush did lose Illinois," says Johnson, "I feel I did contribute something. I guess that's the important part: Participating is the main thing."

Johnson's political passion stems from a teacher. "I just saw this guy and I said 'wow!'" Johnson recalls. "He motivated me to speak and to write. We just hit it off. He said I should start a political science club. Then, he encouraged me to run for freshman class president. I was thinking about running for treasurer. But he said, 'No, go for the big one.'"

#### Haamid Johnson from Illinois



to run a government program or what to do in a certain situation, federal agencies often determine what government policy will be.

#### **Independent Agencies**

The executive branch includes hundreds of **independent agencies**. They are called independent because they are not part of the cabinet. They are not, however, independent of the president. The president appoints the directors of these agencies, with the approval of the Senate. In general, however, they can be divided into three types: executive agencies, government corporations, and regulatory commissions.

**Executive Agencies** These are independent agencies responsible for dealing with certain specialized areas within the government. The National Aeronautics and Space Administration (NASA) is an example. It operates the United States space program.

**Government Corporations** More than 50 independent agencies are **government corporations.** These are like private businesses, except that the government rather than individuals owns and operates them. With Senate approval, the president chooses a board of directors and a general manager to run each corporation. Like private businesses, they charge fees for their services and products, but they are not supposed to make a profit. The United States Postal Service, for example, is a government corporation.

#### **Regulatory Boards and Commissions**

These units differ from other independent agencies. They do not have to report to the president, who appoints the members but cannot fire them. Only Congress can remove them, through impeachment.

Regulatory commissions are supposed to protect the public. They make and enforce rules for certain industries or groups. For instance, the Federal Communications Commission (FCC) makes broadcasting rules for the nation's television and radio stations. Other regulatory commissions place limits on how companies can operate in order to promote honesty and fair competition.



#### **Government Workers**

A former cabinet secretary once said, "A Cabinet member does not run a Cabinet department [alone]." Indeed, each department has thousands of employees. The top leadership jobs generally go to **political appointees**—people whom the president has chosen because they have proven executive ability or were important supporters of the president's election campaign. Their employment usually ends when the president leaves office.

About 90 percent of all national government employees are **civil service workers**. Unlike political appointees, civil service workers usually have permanent employment. These career government employees develop much experience on the job. These are people, ranging from clerks to doctors and lawyers, employed by the federal government through the **civil service system**—the practice of hiring government workers on the basis of open, competitive examinations and merit.

Before 1883 a great many federal jobs fell under the **spoils system**. In this system, government jobs went to people as a

reward for their political support. Each newly elected president would sweep out most of the old federal workers and replace them with his own political supporters and friends. The idea was "To the victor belong the spoils [jobs]." Public dissatisfaction with abuses of the spoils system, and public outrage over the assassination of President James Garfield in 1881 by a man who was refused a job under the system, led Congress to pass the Pendleton Act.

This law, also known as the Civil Service Reform Act of 1883, placed limits on the number of jobs a new president could hand out to friends and backers, and it created the civil service system. The Office of Personnel Management (OPM) directs the civil service system today. It sets standards for federal jobs, and it gives demanding written tests to people who want those jobs. The civil service system is a **merit system**. Government officials hire new workers from lists of people who have passed the tests or otherwise met civil service standards.

**Reading Check Describing** What is the purpose of regulatory commissions?

#### SECTION

#### ASSESSMENT

**Checking for Understanding** 

1. Key Terms Define the following terms and use them in complete sentences related to the presidency: federal bureaucracy, independent agency, government corporation, political appointee.

#### **Reviewing Main Ideas**

- **2. Describe** What does the Constitution say about the role of the First Lady in our government?
- **3. Contrast** What is the difference between a private and a government corporation?

#### **Critical Thinking**

**4. Making Inferences** What part of the EOP do you think is the most important? Why?

ine

**5. Analyzing Information** Organize the roles of people who assist the president by completing a graphic organizer like the one below.

People and agencies who assist the president

#### **Analyzing Visuals**

**Study Central**<sup>™</sup> To review this section, go to

civ.glencoe.com and click on Study Central<sup>™</sup>.

6. Infer Review the cabinet departments of the executive branch on page 183. Why are there so many cabinet departments under the president of the United States?

#### **\*** BE AN ACTIVE CITIZEN **\***

**7. Research** Find out about your governor's staff. How many people work as assistants and advisers to the governor? How are they similar to the president's staff?



## **Assessment & Activities**

## **Review to Learn**

#### **Section 1**

- There are constitutional and informal requirements for the U.S. presidency.
- Presidents are elected through an indirect method called the Electoral College.



#### **Section 2**

 According to the Constitution, the president's main job is to carry out the laws passed by Congress.

#### Section 3

• The basic goal of American foreign policy is national defense.

#### **Section 4**

• The EOP is the president's administration.



#### FOLDABLES

Study Organizer

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#### Using Your Foldables Study Organizer

Exchange completed foldables with a classmate. On your classmate's foldable, find what he or she "wanted to know." Then use this information to ask your classmate a few questions. Did your classmate find out what he or she wanted to know?

#### **Reviewing Key Terms**

## Write the key term from the chapter that fits each definition below.

- **1.** a rule issued by the president that has the force of law
- people chosen by the president to fill a certain post because they were important supporters of the president's election campaign
- 3. a pardon toward a group of people
- secretaries of the executive departments, the vice president, and other top officials who help the president make decisions and policy
- members of a party chosen in each state to formally elect the president and vice president
- a government's plan for dealing with other nations
- **7.** the practice of victorious politicians rewarding their followers with government jobs
- 8. an agreement prohibiting trade
- **9.** a business owned and operated by the government to provide services to the public
- **10.** the practice of government employment based upon competitive examination and merit

#### **Reviewing Main Ideas**

- **11.** How is the number of each state's electoral votes determined?
- **12.** Who would assume the presidency if both the president and vice president died?
- **13.** To whom does the Constitution give the power to officially declare war?
- **14.** What role do presidents play when they help someone campaign for a Senate seat?
- 15. What president created the EOP?
- **16.** What agency has the most responsibility for preparing the federal budget?
- **17.** How are directors of independent agencies appointed?
- **18.** What event spurred passage of the Civil Service Reform Act of 1883?



### **Critical Thinking**

- **19. Analyzing Information** Why do you think an EOP was not needed prior to 1939? How did previous presidents manage without this office?
- **20. Cause and Effect** What effect does the civil service system have on the work of the federal bureaucracy? Explain this relationship using a graphic organizer like the one below.



#### **Practicing Skills**

**Reading an Election Map** Refer to the presidential election map on page 170. Then answer the following questions.

**21.** How many electoral votes does your state have? Which 2000 presidential candidate did your state support?

## Economics Activity

22. The president's annual budget is a plan for managing the nation's economy. Like any blueprint, it states overall goals and the strategies for achieving them. Design an economic blueprint for a small business that you might start. Take into account spending, earning, and investment goals.



### Technology Activity

**23.** One of the services provided by an executive department of the government is travel warnings for U.S. citizens who are thinking about foreign travel. Search the Internet for the United States Department of State Web site. Find a country for which there is a travel warning and summarize the warning.

**Self-Check Quiz** Visit the *Civics Today* Web site at <u>civ.glencoe.com</u> and click on **Self-Check Quizzes**— **Chapter 7** to prepare for the chapter test.

#### ★ CITIZENSHIP COOPERATIVE ACTIVITY ★

24. Divide into groups and write a letter to the president expressing your views on a current issue. Share any response you receive with the class.

#### **Analyzing Visuals**

Study the political cartoon on page 174 and answer the following question.

**25.** This cartoon shows President Roosevelt acting as president. Which roles of the presidency is he filling in the cartoon? Explain your choices.

#### Standardized Test Practice

**Directions:** Choose the *best* answer to the following question.

Which of the following statements is a description of the winner-take-all system of electing the president of the United States?

- **A** American citizens elect the president directly through popular vote.
- **B** If a candidate wins the popular vote, that candidate usually gets all of the state's electoral votes.
- **C** The electoral votes a candidate receives are proportional to the popular votes that candidate received.
- **D** Large states have more electoral votes than small states.

#### **Test-Taking Tip**

Before reviewing the answer choices, jot down an answer to the question in your own words.

## AN INSIDE LOOK AT... **IEDO**E

HE WHITE HOUSE-ONCE described by Gerald Ford as "the best public housing in the world" and by Harry Truman as a "glamorous prison"-turned 203 in 2003. On a typical morning it is a village of 6,000 busy souls: the president and First Lady, gardeners, journalists, clerks, cooks, cops, economists, guests, and tourists operating in harmony on 18 acres.

This intricate model of the presidential mansion, built on a scale of 1 inch to 1 foot, was begun in 1962 by John and Jan Zweifel of Orlando, Florida. Except for the location of the library, which was pushed forward for show purposes, the Zweifels' White House is a faithful recreation of the original, down to TVs, furniture, and paintings. The Zweifels contact the White House every few weeks to find out if anything has changed. The 60-foot by 20-foot, 10-ton model, which includes the East and West wings (not shown), took more than 500,000 hours to construct and cost more than \$1 million.



#### **I**SITTING ROOM

Generally claimed by the First Lady, this room was allocated one of the building's first water **STUDY** F.D.R. used closets in 1801.

**2** MASTER **BEDROOM** Nancy Reagan decorated

this room in handpainted paper from China.

**PRESIDENT'S** this room as a bedroom; the Reagans liked to have quiet dinners here in front Originally a large of the TV.

4 YELLOW OVAL **ROOM** One of the most historic rooms in the house, it took on the color yellow

during the tenure of Dolley Madison.

#### **5 TREATY ROOM**

bedroom, it served

as Bill Clinton's office in the residence.

#### **6** LINCOLN BEDROOM

Lincoln signed the Emancipation Proclamation here.

#### **7** LINCOLN **SITTING ROOM**

McKinley's war room during the Spanish-American War.

#### **STATE DINING ROOM** Gilbert

Stuart's portrait of George Washington hung here when the British torched the mansion in 1814.



ARTER OF



**9 RED ROOM** John Adams's

breakfast room was where Rutherford B. Hayes took the oath of office in 1877.

#### **10** BLUE ROOM

Where Grover Cleveland married Frances Folsom, in 1886.

#### **11** GREEN ROOM Thomas Jefferson's

dining room is now used for receptions.

#### **12 EAST ROOM**

The largest room in the mansion, it was used by Abigail Adams to dry the family wash.

#### **13** LIBRARY

Placed here by the replica designers, the library is actually located behind the Vermeil Room.

**14 MAP ROOM** Decorated with

Chippendale furniture, it was inspired

by Churchill's World War II map room.

## **15 DIPLOMATIC** RECEPTION ROOM Site from

which F.D.R. broadcast his fireside chats (though the fireplace at that time was fake).

#### **16** CHINA ROOM

Fdith Wilson set aside this room to display china.

**17 VERMEIL ROOM** Once used as a billiard hall, it takes its name from a display of vermeil (gilded silver).