асм. 4646 SERVANTS OF INDIA SOCIETY'S LIBRARY PUNE 411 004 FOR INTERNAL CIRCULATION

To be returned on or before the last date stamped below.

AMERICAN GOVERNMENT AND POLITICS

•The • ۍ

THE MACMILLAN COMPANY NEW YORK · BOSTON · CHICAGO · DALLAS ATLANTA · SAN FRANCISCO

MACMILLAN & CO., Limited London · Bombay · Calcutta Melbourne

THE MACMILLAN CO. OF CANADA, LTD. TORONTO

# AMERICAN GOVERNMENT AND POLITICS

BY

CHARLES A. BEARD

FOURTH EDITION THOROUGHLY REVISED

New York

THE MACMILLAN COMPANY

1925

-

All rights reserved

PRINTED IN THE UNITED STATES OF AMERICA

V73:2 F4

COPYRIGHT, 1910, 1914, 1920, AND 1924, BY THE MACMILLAN COMPANY.

Set up and electrotyped. Published June, 1910. Revised edition, published January, 1914. Third edition, published September, 1920. Fourth edition, published May, 1924. Reprinted October, 1924; January, 1925.

A646

. . .

÷.,

Normood Press J. S. Cushing Co. — Berwick & Smith Co. Norwood, Mass., U.S.A.

### PREFACE TO THE FIRST EDITION

THE several excellent manuals on American Government now available are written primarily for high schools, and there seems to be room for a volume, not too elementary nor yet too technical, designed for college students and for citizens wishing a general survey of our political system. This volume, taken in conjunction with the companion work, *Readings in American Government and Politics* (cited in the footnotes as *Readings*), is intended to fill this gap. It is not a contribution to political literature, but is frankly based upon the best authorities of recent times.

I have many personal debts to acknowledge. My colleagues. Professors Dunning, Goodnow, Munroe Smith, Shepherd, and G. W. Scott, and Mr. Sait have read portions of the manuscript or proof, and have given firmness to every page they have touched. Dr. Howard McBain has read the parts on Federal and State Government, and through his extensive knowledge of practical politics and administration I have been saved many slips. I am also indebted to him for innumerable corrections in perspective and interpretation. Professor A. R. Hatton has read the chapters on Municipal Government and, in addition to making a number of rectifications, he has shown me how much better they could have been done. Mr. Arthur Crosby Ludington has aided me materially with ballot and primary legislation. Mr. Alexander Holtzoff has helped me at every point in the making of the volume; two chapters, on National Resources and the State Judicial System, were drafted by him under my direction; and I owe him a debt which no mere line in a preface can pay. In planning and executing the work, I have had the constant and discriminating assistance of my wife. Notwithstanding all this cooperation. I must take the burden of responsibility for errors and shortcomings. Only one

### PREFACE TO THE FIRST EDITION

who has gone over the same ground can appreciate how many there are; but I trust they will be viewed with charity by those who know how difficult a thing it is to describe a complex political organism which is swiftly changing under our very eyes.

CHARLES A. BEARD.

COLUMBIA UNIVERSITY, April, 1910.

vi

### PREFACE TO THE FOURTH EDITION

FOR this edition the original text has been completely revised and nearly all of it rewritten. I have reduced the historical sections and placed them with the chapters on current politics to which they relate. I have written a new introduction which seems to offer a better approach than the historical method one more calculated to enlist at the very outset the interest of the student in practical politics and government. An effort has been made to bring the entire volume up to date, both in letter and spirit. A multitude of details has been deliberately omitted to make room for a discussion of fundamental principles and practices.

I am deeply indebted to Mr. A. E. Buck and Dr. Luther Gulick, of the National Institute for Public Administration, for counsel and advice. I am under very special obligations to Professor Arthur W. Macmahon, of Columbia University, who has given me critical and constructive suggestions of the highest value.

CHARLES A. BEARD.

NEW MILFORD, CONN., April, 1924.

# TABLE OF CONTENTS

## PART I

THE LARGER ASPECTS OF GOVERNMENT					
CHAPTER	1				PAGE
1.	THE RÔLE OF GOVERNMENT IN MODI	ERN	CIVILIZ	ZA-	
	TION	•	•	•	3
II.	DEMOCRACY AND THE ORGANIZATION	OF	Gover	N-	
	MENT		•		16
III.	Administration in a Great Society	•	•	•	38

### PART II

# THE NATIONAL GOVERNMENT

IV.	THE HISTORIC SPIRIT OF THE CONSTITUTION	58
<b>V</b> .	THE NATIONAL CONSTITUTION AS A CHANGING	
	Organism	81
VI.	THE GENERAL PRINCIPLES OF THE FEDERAL SYSTEM	102
<b>∖</b> , <b>VII.</b>	POLITICAL PARTIES AND THE PROCESSES OF GOVERN-	
•	MENT	125
y VIII.	THE NOMINATION AND ELECTION OF THE PRESIDENT	163
IX.	THE OFFICE OF PRESIDENT	189
$\mathbf{v}\mathbf{x}$ .	THE ORGANIZATION OF CONGRESS	222
XI.	THE GENERAL POWERS OF CONGRESS	242
XII.	Congress at Work	257
XIII.	THE NATIONAL JUDICIARY	284
XIV.	Administrative Organization and Civil Service	303
XV.	Foreign Affairs	323
XVI.	NATIONAL DEFENSE	349
XVII.	TAXATION AND FINANCE	363
XVIII.	COMMERCE, INDUSTRY, LABOR, AND COMMUNICATIONS	382
	ix	-

### TABLE OF CONTENTS

CHAPTER	,		PAGE
XIX.	THE CONSERVATION AND ADMINISTRATION OF NAT	-	
	URAL RESOURCES	•	414
XX.	Territories and Empire	•	430
XXI.	NATIONAL STANDARDS AND STATE RELATIONS		442

# PART III

# STATE AND LOCAL GOVERNMENT

XXII.	TENDENCIES IN STATE CONSTITUTIONAL	Develop-	
	MENT		451
XXIII.	THE CONSTITUTIONAL BASIS OF STATE	Govern-	
	MENT	• •	473
XXIV.	POPULAR CONTROL IN STATE AND LOCAL	Govern-	
	MENT	• •	503
XXV.	STATE AND LOCAL POLITICS		525
XXVI.	The Office of Governor	• •	558
XXVII.	STATE ADMINISTRATION		575
$\checkmark$ XXVIII.	THE STATE LEGISLATURE	• •	592
XXIX.	The Judicial System		622
XXX.	STATE FINANCIAL MANAGEMENT		654
XXXI.	ECONOMIC AND SOCIAL FUNCTIONS.		672
XXXII.	MUNICIPAL ORGANIZATION AND FINANCE	• •	700
XXXIII.	MUNICIPAL FUNCTIONS		731
XXXIV.	LOCAL RURAL GOVERNMENT		769
Appendix	:	:	_
Constitu	ation of the United States		7 <sup>8</sup> 9
Bibliogr	aphical Note		803
INDEX		• •	813
	-		

.

x

.

(For references to cities and states, consult topics.)

Absent voting, 540.	Attainder, bill of, 110, 480.
Acceptance speech, 172.	Attorney, prosecuting, 624, 770.
Adamson law, 307.	Attorney-General. See Justice, depart-
Administration, science of, 38 ff.; na-	ment of; state, 578.
tional, 303 ff.; state, 575 ff.; munici-	Auditor, state, 578; county, 774.
pal, 724 ff.; centralization of, 447 ff.,	Australian ballot. See Ballot.
784.	Australian Sanot. Soo Sanot.
Admission of states, 489.	Ballot, Australian, 153, 537 ff.; Mas-
Advisory opinions, 115, 296, 652.	sachusetts, 538; popular control
Agriculture, department of, bureaus and	through, 517 ff.; non-partisan, 538 ff.
divisions of, chart, 308-9; work of,	Bankruptcy, 248.
403, 427, 445, 785-6.	Bank, United States, 128, 131, 134, 136.
Alaska, 433.	Banks, federal reserve, 379 ff.; super-
Alien act, 130.	vision of state, 676; guarantee of
Alien property custodian, 359.	deposits, 677. See Finance.
Aliens. See Immigration, Naturaliza-	Baths, municipal, 758.
tion, and Suffrage.	Berger case, 224.
Ambassadors, appointment of, 197, 203;	Bicameral principle, 24, 222, 455, 592,
duties of, 327 ff.	710.
Amendment clause of federal Constitu-	Bill of attainder, 110, 480.
tion, 82 ff.	Bill of credit, 136, 480.
Amendments, to federal Constitution,	Bill of rights, federal, 85 ff.; 106 ff.;
adoption of, 85 ff.	state, 491 ff.
Amendments, to state constitutions,	Bills. See Congress and Legislature,
462, 503 ff.	state.
Annapolis convention, 68.	Blue sky laws, 676.
Anti-federalists, 129 ff.	Board of estimate and apportionment,
Anti-lobby legislation, 619.	New York City, 714, 716.
Anti-trust act of 1890, 390; Clayton,	Board system, in general, 45; federal,
390, 400; state legislation, 673 ff.	308; state, 578 ff., 586; in cities,
Appeals, in courts, 640, 650.	717, 724 ff.
Apportionment of representatives, prob-	Boards, county, 769 ff.
lem of, 24; in Congress, 225 ff.; in	Bonus, 361 f.
state legislatures, 595 ff.	Boycott, 682.
Appropriations. See Budget.	Boxer uprising, 202.
Arbitration, in labor disputes, 398 and	
note, 399, 688; courts of, 652.	ff.; state, 656 ff.; municipal, 727 ff.
Aristotle, concept of politics, 13.	Bureau of Municipal Research (New
Army, United States, 352 ff.	York) founded, 40; 469, 585, 660, 730.
Arrest. See Due process of law.	Burke, Edmund, Theory of representa-
Articles of Confederation, 61 ff.	tion, 29.
Assessments, state and local, 661 ff.;	
special, 729.	Taxation.
8	19

813 .

Cabinet, appointment of, 187, 196; Civil service, problems of, 6, 46 ff.; fedrôle as council, 190 ff.; proposed state, eral, 310 ff.; state, 588 ff.; municipal, 660, 620. 726. Claims, federal court of, 288 note. Campaign funds, 177, 178, 240, 553. Campaign, national, 176 ff. See Elec-Class representation, 25. tions. Classification act, 319. Candidates. See President, Congress, Clayton act, 390, 400. Legislature, and Governor. Closure rule in Senate, 275. Capital issues committee, 359. Coal, conservation, 424; commission Capital punishment, 649. reports, 8, 425. Capper-Volstead act, 403. Codification of the law, 630 f. Carey act, 427. Coinage, 250. See Finance. Case method, 757. Commander-in-chief, President's power, 200 ff.; 352 ff. Caucus, party, 151; congressional, 151; in Congress, 259 ff. Commerce, origin of power to regulate, Chancery, 628. 63 ff.; power of Congress, 248; federal Charities, public, 690 ff., 756 ff. regulation, 382 ff.; state regulation, Charters, municipal, 703 ff.; optional, 674 ff. 707. Commerce, department of, 249, 397; Check and balance system, 35 f. organization, chart, 308-09. Child labor, extent of, 398 note; federal Commission government in cities, 718 ff. legislation, 398; state legislation, 684. Commission, interstate commerce, 385 Children's courts, 738. ff.; public service, 677 ff. Chinese exclusion, 405. Committee, national, 176 ff.; state, 526, Circuit court, of appeals, federal, 287; 545; county, 528 f. Committee of the whole, 274 note. state, 623. Citizens' Union (New York), 555. Committee on public information, 359. Citizenship, 120. See Naturalization. Committee system, in Congress, 267 ff.; in state legislatures, 607 ff. City government, relation to state, 702 ff.; home rule, 707; relation to county, Common law, 627 ff. Comptroller, state, 578. 709; council, 709 ff.; proportional representation, 711; preferential vot-Conciliation courts, 653. ing, 712; powers of council, 713 ff.; Concurrent resolutions, 278 note. mayor, 715 ff.; commission govern-Confederation, Articles of, 61 ff. Conference committee, 278, 370. ment, 718; city manager, 721 ff.; administrative system, 724; finance, Congress, organization, 222 ff.; powers of, 245 ff.; conduct of business, 257 ff. 727 ff.; budget, 728; assessment methods, 729; debts, 729 f.; police See House of Representatives, Senate, Committee system, and Speaker. administration, 731 ff.; judiciary in, 737 ff.; children's courts, 738; public Congressional, caucus, 151; campaign defender, 740; fire administration, committee, 179. Conservation, natural resources, 414 ff. 740 ff.; pavements, 742; sewers, 743; Consolidation of schools, 698. water supply, 743; street cleaning, Constitution, federal, demand for, 67 ff.; 744; waste disposal, 744; public call of convention to frame, 68; framutilities, 745 ff.; municipal ownership, 746 ff.; regulation of utilities, 749; ing of, 69 ff.; compromises of, 75; public health, 751 ff.; education, 752 contrasted with Articles of confederaff.; social work, 756 ff.; tenement tion, 76 ff.; ratification of, 78; amendhouse reform, 758; housing, 759; recreation, 760; markets, 761; city ments to, 81 ff.; principles of, 102 ff.; position of state under, 477 ff. Constitutions, state, origins, 452 ff.; forplanning, 762 ff. City manager plan, 42, 721 ff. mation of first, 450; development of, City planning, 762 ff. 462 ff.; elements of, 491 ff.

 Consuls, appointments and duties, 332 ff. | Des Moines, commission government in, Contempt of court, 291. See Injunc-539, 719. Dictatorship, cause of, 32. tions. Contested election of 1876, 184 note. Dingley, bill, 393. Contract, obligation of, 485 ff. Direct government. See Initiative and referendum. Contract labor, excluded, 405. Contracts, law of, 634 ff. Direct primary, 546 ff. Disputed election, 184 note. Contributory negligence, 634, 685. Dissenting opinions, 286. Convention of 1787, 69 ff. District court, federal, 287 ff. Conventions (party), rise of, 151; working of national, 164 ff.; state, 527 ff. District of Columbia, 251, 439. Conventions, state constitutional, 503 ff. Divorce, 636. Coöperative marketing, 403. Dollar diplomacy, 331. Copyrights, 249. Domain, public, 414 ff. Domestic relations, law of, 635; courts, Coroner, 773. Corporations, federal regulation, 383 ff.; 738. state regulation, 486, 496, 674 ff.; law Draft, selective, 354. of, 637; campaign contributions by, Due process of law, 100 ff.; 482 ff. 240, 553; taxation of, 663. Corrupt practices acts, 178, 240, 553. Economics and politics, 7 ff. Cost of government. See Expendi-Edge law, 395. tures. Education, federal aid, 443 ff.; state, Council, city, 709 ff. 496, 694 ff.; municipal, 752 ff. Educational tests for voting, 499 f. Council of national defense, 358. County, party organization, 528 ff.; Efficiency bureau, 319. court, 623; government, 458, 768 ff.; Eighteenth amendment, 84, 93, 403 f. representation in legislature, 596. Elections, presidential, 163 ff.; mul-Courts. See Judiciary. tiplicity of, 517 ff.; regulation of, Crime, power of Congress over, 109, 252; 535 ff.; primary, 546 ff. See Coramount of, 732. rupt practices acts. Criminal law, 642 ff.; procedure, 645 ff. Electors, presidential, 88, 181 ff. Cuba, relation to United States, 440. Eleventh amendment, 87. Cumulative voting in Illinois, 598. Emblem, party, 538. Currency. See Finance. Emergency fleet corporation, 357, 396. Custom, in our political system, 81, 95 ff. Eminent domain, 112. Employer's liability, 634, 685. Customs court, 288 note. Enrollment, party, 542 ff. Dartmouth College case, 481. Espionage act, 109, 356, 413. Excess profits tax, 355, 367. Debate, limits on in House of Represen-Executive, nature of the, 31 ff. tatives, 274; in Senate, 275; in state legislature, 610. Executive agreement, 204 f. Debt, national, 371; state, 655; munici-Expenditures, federal, 4; state and local, 4, 656. pal, 729. Delegated powers, doctrine of, 104. Ex post facto, 110, 480. Democracy, nature of, 17 ff .; feared, 71; Extradition, 119. rise of political, 129; Western, 132; direct, 505 ff. Factory legislation, 683 ff. Democratic party, 129 ff., 164 ff. False imprisonment, 633. Departments, list of federal, see chart, Farewell address by Washington, 341. 308-00; history of, 307; heads of, Farm bloc, 147, 261. as cabinet, 190 ff.; functions of, 304 Farmers' alliance, 146. ff.; state, 577 ff. Federalist, the, 80. Deportation of aliens, 408. Federal law, supremacy of, 104.

Federal reserve system, 379. 581 ff.; appointing power, 565 ff.; Federal trade commission, 391 ff. martial law, 568; pardoning power, 568; and the budget, 656; relation Fellow-servant doctrine, 634, 685. to legislature, 569 ff.; message, 570; Fifteenth amendment, 92, 123. Felonies, defined, 643. special sessions, 570; veto, 571 ff.; Filibustering, 234. leadership in legislation, 572; removal Finance, Articles of Confederation, 62 ff. power, 583. Finance, federal, powers of Congress, 78, Grandfather clause, 500 f. 246; taxing power, 363; direct taxes, Grand jury, 646. Greenback party, 145. 364 f.; indirect taxes, 364 f.; revenue bills and revenues, 366 ff.; appropria-Guam, 439 note. tions, 372 ff.; budget act, 374; administration, 375; money and bank-Habeas corpus, suspension by President, ing, 250, 376 ff., 480; farm loan sys-201; writ of, 291; in states, 564. tem, 380 f.; postal savings system, Hague conferences, 343. 381. Hail insurance, 677. Finance, municipal, 670, 711, 727 ff. Hare system of proportional representa-Finance, state, limitations on legislation, 27. tures, 654 ff.; appropriation methods, Harrison act, 403. 656; budget legislation, 656; taxation Health, public, federal, 446, 784; state, and assessments, 661 ff.; current 690 ff.; municipal, 751. tendencies, 665 ff.; audit, 668; cus-Highways, 445, 680. tody of funds, by treasurer, 669; Home rule, municipal, 702 ff. supervision of local finance, 670. Homestead act, 139, 415. Fire department, 740. Honduras, 441 note. House of Representatives, number of Food laws, federal, 402; state, 691; during World War, 355. members, 222; qualifications of mem-Foreign affairs, 202 ff., 252, 323 ff. bers, 223; apportionment, 225 f.; Forests, national, 418 ff.; reserve act, gerrymander, 226; term of members, 227; elections, 228; contested elec-418. Four power treaty, 334. tions, 229; privileges and pay of members, 232; internal organization, Fourteenth amendment, 91, 474, 483 ff., 750. 233; quorum, 234; filibustering, 234; Franchises, municipal, 745 ff. See Corcompared with Senate, 236; bills in, 256; caucus, 258 ff.; Speaker, 262 ff.; porations. committees in, 267; rules committee, Fraud orders, 412. Free delivery service, 411. 264; rules of, 272; procedure, 275; Free Soil party, 137. limitation on debate, 274; lobby, Full faith and credit clause, 110. 281 ff. Functions of government, increase in, Housing, 758 f. 3 ff. Immigration, 405 ff. Gasoline tax, 665. Impeachment, federal process, 253; General property tax, 661. state, 563, 582. General staff, 352. Imports, tax on, 364, 477. Inauguration, presidential, 186. Gerrymander, origin of term, 226 note; congressional districts, 226; state, 595. Income tax, federal, 92, 300, 355, 364 ff., 449; state, 663, 665. Gold basis, 378. Governor, colonial, 453 ff.; development Incorporation, federal, 392; state, of office, 460 f.; nomination and elec-746 ff. tion, 558 ff.; qualifications, term, and Identical note, 204. salary, 562 f.; impeachment, 563; Indeterminate sentence, 649. relation to administration, 563 ff., Indians, 409 note.

Indictment. See Grand jury and Prose- | La Follette seamen's act, 397. cutor. Laissez faire, policy of, 5, 14, 672 ff. Industrial insurance, 687. Lands, federal, disposal and administra-Industrial rehabilitation, 446, 687. tion of, 414 ff.; state policy, 673. Inferior officers, 196. Land values, taxation of, 764. Information, prosecution by, 647. Larceny, 643. Inheritance, law of, 637. Law, due process, federal, 110 f.; state, Inheritance tax, federal, 10, 355, 364, 91, 483 ff. Law, martial, 494, 564, 568. 367; state, 662. Initiative and referendum, state, 505 ff.; Law, private, elements of, 627 ff. municipal, 717 ff. League of Nations, 343. Injunction, writ of, 293, 399 ff. League of women voters, 555. Institutions, state, 691. Legislature, colonial, 455 ff.; state, early, Instrumentalities, tax on, 365, 478. 459 ff.; decline of, 465; limitations Insurance, war risk, 355; state regulaon, 477 ff.; 602; money bills in, 593; tion, 677; industrial, 686 f.; not intertwo houses, 593; apportionment of state commerce, 383. members, 595; number of members, Interior, department of, divisions, chart, 595; cumulative voting, 598; ses-308-09; 249. sions, 600; character of members, 601; Internal revenue collector, 372. payment of members, 601; special legislation, 604; organization and procedure, 605 ff.; caucus, 606; Interstate commerce, nature of, 382 ff.; regulation of, 383 ff.; commission, duties of, 385 ff.; state interference speaker, 607; committees, 607; "bifurcated" session, 615; reference with, 479. Irrigation, 427. bureaus, 616; lobby, 618; criticism and reform, 613 ff. Japan, opening of, 342; relations with, Libel, law of, 493. 336, 344; exclusion of laborers, 406 Liberal construction, 244. note, Liberty, definition of, 483. Judiciary, federal, origin of, 77; suprem-Liberty loans, 355. Libraries, municipal, 754; traveling, acy of, 116; expansion of Constitution by, 98; organization and jurisdiction 698; reference, 616. of, 284 ff.; power over statutes, 294 Lieutenant governor, 577. ff.; political controversies over, 297 List system of proportional representaff.; five-to-four decisions, 302; control tion, 28. over state legislation, 477 ff.; relation Literacy test, on suffrage, 501. See Imto Congress, 253. See Injunction. migration. Judiciary, state, power over statutes, Lobby, congressional, 281 ff.; state legis-466, 497 ff.; organization and election. lature, 618. 622 ff.; proposed reforms, 651 ff.; Local government, colonial, 457; modmunicipal, 737 ff. ern, 767 ff. Jury, federal cases, 110; state, 638, 646. Log rolling, 258. Justice, department of, organization, Lotteries, prohibited, 403. chart, 308-09; functions, 194, 206, 280, 289. Mail matter, 409. Majority rule, dangers of, 34. Labor, department of, organization, Mandamus, 202. chart, 308-09; functions, 402. Mann act, 403. Labor legislation, federal, 397 ff.; state, Manslaughter, 643. Maternity act, 447. 487, 681 ff. Labor organization in civil service, 321. Marbury v. Madison, 99, 295. Labor reformers, 143. Markets, municipal, 761. Labor unions. See Labor legislation. Marque and reprisal, 247.

Marriage, law of, 635. Marshals, federal, 289. Martial law, 494, 564, 568. Massachusetts ballot, 538. Mayor, 715 ff. Merchant marine act, 306. Message, presidential, 207 ff.; governor's, 570 ff. Mexico, 201. Militia, 353, 445. Mineral lands, 424 ff. Minimum wage laws, 487, 685. Ministers, 327. Misdemeanor, defined, 644. Monetary system. See Finance. Monopolies, forbidden, 674. See Antitrust acts. Monroe doctrine, 344 ff. Morrill act, 443. Municipal. See City government. Municipal ownership, 746 ff Narcotics, control of, 403. National Federation of Federal Employees, 321. National Republican party, 131 ff. Natural resources, 414 ff. Naturalization, 122 ff. Naval academy, 353. Navy, 353; department of, organization, chart, 308-09; functions, 353. Necessary and proper clause, 255. Negro suffrage, 500. Newberry case, 241. Newlands act, 427. Nineteenth amendment, 93, 123. Nominations, early methods, 151 ff.; regulation of, 152 f.; direct primary, 546 ff. Non-partisan league, 147. Non-partisan elections, 538. Non-partisanship, 554 ff. Notification speech, 172. Nullification, 134. Oleomargarine act, 402. Optional referendum, 506. Overman act, 193, 201, 303.

Panama canal zone, 439. Pan-Americanism, 348. Paper money, 65, 250. See Finance. Parcel post, 411. Pardon, President's power, 205; governor's power, 568. Parks, municipal, 760 ff. Parliamentary government, 33, 127, 259, 262. Parties, political, causes of, 20 ff.; place in government, 125 ff.; origin of, in United States, 127 ff.; development of, 131 ff.; minor parties, 143 ff.; origin and development of machinery, 151 ff.; regulation of, 153 ff., 541 ff.; nature and strength of, 155 ff.; state organization, 526 ff.; local organization, 528 ff.; legislation controlling, 541 ff. See President and Civil service. Patents, 249. Patronage, See Civil service, Pensions, military, 361; federal civilian, 322; police, 736; fire, 740; old age, 693; mothers', 693. Petition, right of, 109; nomination by, 539-Philippine Islands, 435 ff. Picketing, 683. Platform, national party, 170; preparation of state, 553. Platt amendment, 440. Pocket veto, 209. Police, state, 772; municipal, 731 ff.; courts, 737. Police power, 9, 488. Politics. See Parties. Politics, world, 341 ff. Polygamy, 106. Popular election of Senators, 93, 231. Populists, 146. Pork barrel, 257. Porto Rico, 434. Postage rates, 411. Postal savings, 381. Post-office, services of, 400 ff.; department, organization of, chart, 308-09; appointments, 312 f. Powers, separation of, 33 ff., 113, 156, 207, 211, 252; state, 495. Preferential voting, 712. President, origin of office, 76 f.; nomination and election, 163 ff.; power as national leader, 189; relation to cabinet, 190; appointment and removal power, 195 ff.; war powers, 200 ff., 354 ff.; foreign affairs, 203, 323 ff.;

President, Continued: pardoning power, 205; salary and privileges, 206 f.; relation to the legislature, 207 ff.; veto, 208 ff. Presidency, succession to, 185 note. Presidential primary, 166 ff. Press, freedom of, 36 ff.; 107 ff. Primary legislation, historical development, 152 ff.; legislation, 541 ff.; reaction against, 550; criticism of, 551. Primogeniture, 673. Privileges and immunities of citizens, 106 ff.; 483. Procedure, civil, 637; criminal, 645. Procedure, legislative. See Congress and Legislature, state. Progressive party, 148. Prohibition, 43, 84, 143, 403. Prohibitionists, 143. Property, basis of government, 71; private, protected, 112; law of, 632 ff. Proportional representation, 27, 227; in cities, 711. Prosecutor, office of, 624, 647, 771. Public defender, 740. Quorum in Congress, 234, 272, 274. Railroads, federal regulation, 383 ff.; during World War, 356; state regulation, 677 ff.; labor board, 308. Rebates, 384. Recall, general, 514; in cities, 719, 720, 722. Recapture clause, 380. Reclamation work, 427. Recorder, county, 775. Recreation in cities, 760. Reference bureaus, 616. Referendum. See Initiative. Regional planning, 709. Registration of voters, 543. Religion, freedom of, 106. Religious tests, 460, 464, 495. Removal power, President's, 195; governor's, 565, 581 ff.; in civil service, 317. Rendition, interstate, 119. Rent regulation, 759. Representation, principle of, 22 ff. Representatives. See House of Representatives Republicans (Jeffersonian), 120 ff.

Republican form of government, 202. Republican party, origin of, 136 ff.; first national campaign, 138; first state ticket, 138; campaign of 1860, 139; later development of, 146 ff. Residence requirement, for voting, 499. Revenue. See Finance. Riders on bills, 200. River and harbor improvements, 427. Robbery, legal definition, 643. Rotation in office, 469. Rules, of House of Representatives, 273; Senate, 275; committee on, 262 ff. Samoa, 439 note. Santo Domingo, 205, 440. Scientific management, 40. Second class mail, 411. Secretary of state (state), 577. Secret diplomacy, 326. Sedition acts, 109, 130, 356, 492. Selectmen, town, 777. Senate, United States, patronage, 197; representation of states in, 229 f.; election to, 231; term, 231; compared with House, 236 ff.; procedure in, 256 ff.; power over appropriations, 367; power over treaties, 337 ff. See Caucus, Committee system, and Rules. Senate, state, 593 ff. Senatorial courtesy, 197. Separation of powers, federal, 33 ff., 113 ff., 156, 207, 211, 252; state, 495. See Check and balance system. Sessions, Congress, 235; state legislature, 570, 600. Seventeenth amendment, 93, 231. Sheriff, 772. Sherman anti-trust act, 390. Sheppard-Towner act, 446. Ship subsidies, 396. Shipping Act, 396. Shipping board, 396. Short ballot, 461, 522 ff. Silver, free, 146 ff. Single tax, 765. Sixteenth amendment, 92. Slavery, abolition, 89. Smith-Lever act, 444. Smith-Hughes act, 445. Social legislation, 604, 702 ff. Socialist party, 144. Socialist labor party, 144.

Soil conservation, 426 ff. Trusts. See Anti-trust acts. Speaker, House of Representatives, Tutuila, 439 note. Tweed ring, 530 f. 262 ff.; state legislature, 605 ff. Twelfth amendment, 88. Special sessions, Congress, 236; state Two-thirds rule, 172. legislature, 570. Speech, freedom of, 36, 107, 492. Unanimous consent, 272. Spoils system, 47, 199, 311. Unemployment problem, 687. Standards, bureau of, 249. Union, Albany plan of, 60. State, federal department of, 324 ff.; Unit rule, 171. organization, chart, 308-09. States relations service, 443. Veterans' preference, 316. States, origin of, 452 ff. Veto, presidential, 209 ff., 278; gov-Street cleaning, 744. ernor's, 465, 571. Strict construction, 244. Vice President, nomination and election Strikes; 398; state interference with, of, 175; qualifications of, 185, 276. 464; police interference, 733; legality Village government, 780. of, 681 f. See Labor. Virgin Islands, 439 note. Subway (New York), 9. Volstead act, 404. Suffrage, colonial, 455; federal limita-Voters' league, Chicago, 554. tions on, 123; present qualifications on, 17, 499 ff.; woman suffrage War, powers of President, 193, 200, 354 amendment, 93. ff.; powers of Congress, 247, 352 ff.; Supplies, purchase of, 55 ff., 669. cost of, 361. Supreme Court. See Judiciary. War, department, 352; organization of, Surrogates' courts, 623. chart, 308-09. War labor board, 357. Tammany Hall, 529 ff. War trade board, 358. Tariff, protective, 128, 133, 139 ff., Ward politics, 533. 177, 392 ff. Warren act, 427. Taxation. See Finance. Water power conservation, 422; water Tenement house control, 758 ff. power act, 423. Tenure of office act (1820), 196; (1867), Washington. See District of Columbia. 100. Washington conference, 344. Territories, government of, 431 ff. Waterways, 427. Testing laboratories, 56. Waterworks, municipal, 743. Third term doctrine, 185. Ways and means committee, 369. Thirteenth amendment, 89 ff. Webb act, 395. Tonnage tax, 447. Weeks law, 444. Torts, legal definition, 633. Weights and measures, 248. Town government, 775. West Point, 352. Treason, defined, 109. Whigs, 131 ff. Trade commission, federal, 391. White slave act, 403. Treasurer, state, 577, 669; county, 663. Wisconsin case (1922), 387. Treasury, department of, 218, 372; Woman suffrage. See Suffrage. organization of, chart, 308-09. Workmen's compensation, federal, 397; Treaties, power over, 204, 335; negostate, 685. tiation of, 337 ff. Zoning, in cities, 764. Trustee, township, 779.