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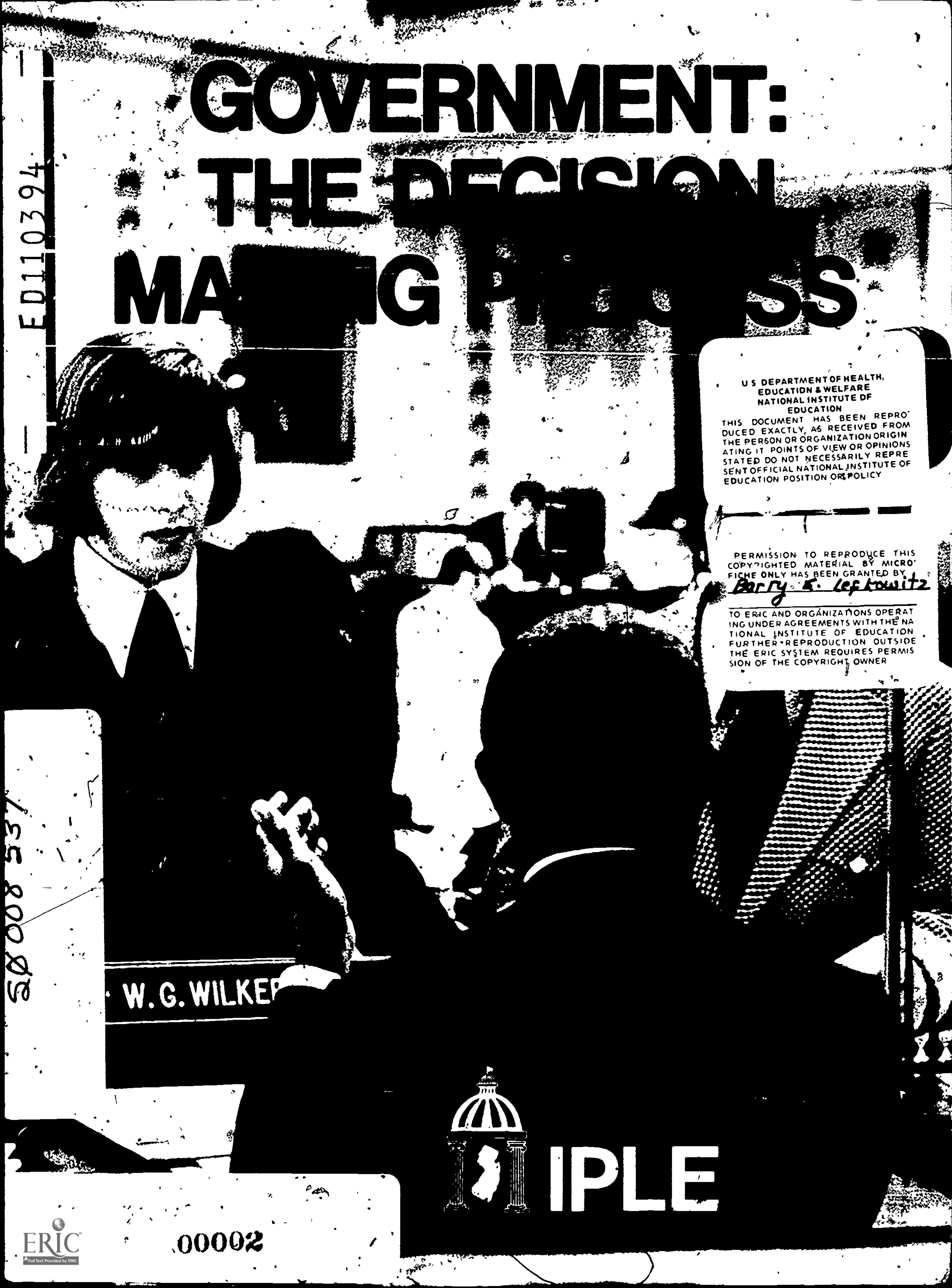
ABSTRACT

This material provides a program to instruct secondary level students in the political, governmental, and legal process and to encourage active student participation in these processes. Part of a year-long curriculum program, this unit examines the structure and function of the state, county, and local levels. Included are policy formation, lobbying, media techniques, sociological surveying, and value orientation. Intertwined with these issues are the environment, housing, and transportation. In addition, students learn the operation of intergovernmental communication and are provided with a practical knowledge of labor-management relations. Simulation is used to reveal the decision-making process of governmental bodies. The first section of the document introduces the curriculum approach, the value orientation, and the community as a classroom. How to collect data for community research is the focus of the second section, including the influence of this research on governmental decisions and public policy. Section three examines how expectations of the people can be implemented in the government. An introduction to the legislative process precedes a section on a model congress. The final three sections include a community environment project for students and two curriculum guides on county and local government. Several appendices conclude the document, along with a list of resources--human and organizational, publication, audio-visual materials, and simulations. (Author/JR)

GOVERNMENT: THE DECISION MAKING PROCESS



IPLE

INSTITUTE FOR POLITICAL AND LEGAL EDUCATION JUN 8 1975

STATE GOVERNMENT: THE DECISION-MAKING PROCESS

A RESOURCE MANUAL FOR TEACHERS AND STUDENTS

Prepared by

John F. Khanlian
Assistant to the Director

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April 1975

On behalf of the Department of Education, State of New Jersey, I wish to bring the Institute for Political and Legal Education to the attention of educators throughout the nation. The program has made a significant contribution to the education of high school students about the American political, governmental, and legal processes and thus should be of interest to educators, parents, and students.

Fred G Burke

Dr. Fred G. Burke
Commissioner of Education
State of New Jersey

The Institute for Political and Legal Education was developed through the cooperative efforts of the Institute staff, educators in local New Jersey districts, and the staff of the Office of Program Development, Division of Research, Planning, and Evaluation/Field Services, the Department of Education, State of New Jersey. The political and legal materials were developed between 1971 and 1974 with funding from Elementary and Secondary Education Act, Title III.

In 1974 the political education program was validated as successful, cost-effective, and exportable by the standards and guidelines of the United States Office of Education. As a result the program is now funded through ESEA, Title III as a demonstration site to provide dissemination materials and services to interested educators.

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PREFACE

A new constituency has been created in America following ratification of the 26th Amendment to the United States Constitution which lowers the voting age to eighteen.

Surveys across the nation of students approaching the age of eighteen have revealed similar and disappointing results. The majority of high school students do not know their local, state, or federal representatives; do not know how to register to vote; do not understand the Bill of Rights; and express disillusionment and frustration with the system.

There is an obvious need for an awareness and understanding of the political, governmental, and legal process. The logical approach for correcting the situation is education within the school system.

The function of the Institute for Political and Legal Education (IPLE) is to provide a program to instruct secondary level students in the political, governmental, and legal process. Through IPLE, students demonstrate a significant positive increase in their knowledge and reveal an inclination to participate actively in the political process and law-related fields.

A unique feature of the program lies in the view of the total community as a classroom, since it attempts to utilize all resources in the community and State as a real and practical base for learning. Students are out of school approximately thirty-five days per school year, involved in field study and interning. Working in the community provides students, through experiential learning, an opportunity to apply the skills acquired in the classroom. This can be accomplished at the local, county, and/or state levels.

Through surveys, problem solving, issue analysis, research, simulations, field study, and interning, students eventually possess the ability to initiate projects which affect their community in a positive manner.

The year-long curriculum is subdivided into three areas of concentration, alterable by the interests and selections of the students and teacher. An integrated combination of innovative informational and instructional manuals is utilized within each unit of study, along with simulation gamings, surveys, projects, audio/visual materials, and appropriate interning. In addition, individual classroom, regional, and state-wide training conducted by professional experts provides participants with an active overview of the unit.

The *Voter Education* unit includes the process of issue analysis, canvassing, and registration with insights into media publicity/propaganda techniques, and election strategies. Voting reform, rights and procedures, party structure, and the Electoral College are examined intensively. An optional political assembly and simulated election are highlighted with historical review, candidate speakers, and local party campaigning. Activities which are encouraged during the unit include a voter registration drive in and out of school; campaigning for actual candidates (working in campaign headquarters, telephone canvassing, door-to-door canvassing); working as challengers at an election; organizing transportation and/or babysitting for elections, and conducting survey polls for election in and out of school.

The *State Government* unit examines the structure and function of the state, county, and local levels intertwined with previous unit issues such as environment, housing, and transportation. Included are policy formation, lobbying, media techniques, sociological surveying, and value orientation. Simulation gaming is used for the purpose of revealing to the student the decision-making process of governmental bodies. In addition, students learn the operation of intergovernmental communication and are provided with a practical knowledge of labor-management relations. Student awareness of the passage of laws not only is experienced in out-of-school interning at the State Legislature and/or a professional lobbyist's office but also is sumulated at a three-day Model Congress.

The *Individual Rights: Freedom of Expression — Fair Trial v. Free Press* unit concentrates on the freedom of speech (including expression) and fair trial v. free press as intricate parts in the study of the court system, criminal procedures, and the basic foundations of law. Case studies are presented, e.g., *Roth v. United States, New York Times v. Sullivan,* whereby students analyze the decision rendered. Students are expected to formulate their own law, evaluate its precision, jurisdiction, limits of enforcement, and possible alternatives. Included is the *Mock Trial: Tinker v. Des Moines,* a simulation activity where students assume roles of individuals associated with this freedom of expression case. Students learn, through role playing, the process of a District Court evidentiary hearing and a Supreme Court session. Field study or interning might include the Bar Association or the Public Defender's Office.

Activities and projects throughout the curriculum have been designed to provide students at lower, middle, and upper ranges of ability the opportunity to overcome challenges at their appropriate level. In this way, more flexibility is afforded to the teacher in selecting curriculum options.

The key to IPLE's popularity with students, teachers, administrators, and community leaders is its foundation in the real world of political action. Students do not watch an election from the sidelines — they are a part of it! They do not memorize the names of Supreme Court justices — they actually see the court system in action!

PART I

INTRODUCTION

CURRICULUM APPROACH

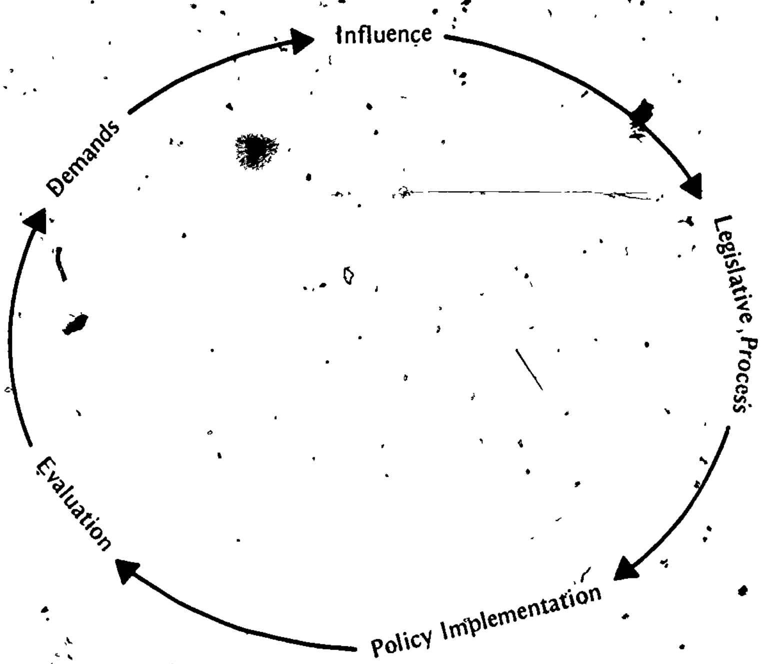
For many years, the study of government in the United States, particularly at the state, county, and local levels, has focused on institutions and structures, and their normal rules for functioning. This formalized approach, while important in understanding how governments are organized, ignores any examination of the ways in which the individuals and institutions actually perform, i.e., their interaction and behavior in the process of decision-making.

Furthermore, traditional courses have stressed only the three branches of government and their roles in policy formulation, namely: the legislative function, that of lawmaking; the executive, law enforcement and application; and the judicial, law interpretation. While these are essential functions in the decision-making process, focus on them alone ignores other very significant processes which occur as the demands from citizens and organizations are transformed into actual legislation, implementation, and evaluation of policy.

This guide to State Government focuses on the actual political process by which governmental decisions are made. Although the model used is that of state government, this same cycle is followed in one form or another at all levels. From the society or community emerge certain demands for action by government, either for goods and services, regulation, information, or other actions. These community desires are then "filtered" into the actual legislative process through lobbyists, ad hoc citizen pressure, influence of the media, political party campaigning, etc. Through these "filters" the interests are articulated and translated into influence. Thus, the definition and articulation of, and support for, community demands from government are steps which necessarily take place before the actual law-making process occurs.

The procedures followed by legislative bodies — from the initiation of proposed laws to their final enactment and implementation — are outlined in this manual, with special concern for those particular "leverage points" where influence and pressure by the community and its various representatives are brought to bear on decision-making.

The decision-making process is a cyclical one. It does not end with the enactment of legislation. As policies are implemented within the community, they are evaluated by those whom they affect. The result often is that new groups and political movements organize to bring about new or changed policies, perhaps attempting to veto or paralyze that which has already been made law. Thus, the cycle begins again. In the age of computers, these steps have come to be called "inputs" and "outputs," but this terminology can be confusing and ambiguous. This guide uses the terms influence, legislation, implementation, and evaluation to describe the decision-making process. Thus, the cycle may be charted as:



Essentially, then, the primary objective of this unit is to aid students in their understanding of the public policy process. The unit is presented in segments which involve the development of skills and knowledge in information-gathering (to assess community wants and needs), group dynamics, and institutional and human systems.

VALUE ORIENTATION

An understanding of the processes of either sociological surveying (to assess community demands) or legislative lobbying (to influence decision-making) must take into account, among other variables, the value orientation of the individual under consideration. In other words, the particular set of values which a legislator, councilman or local citizen has is important in that this knowledge will partially explain why two persons, when presented with the same facts, may draw from them entirely different conclusions.

Individual Value Survey

The following activity is designed not only to indicate to students their political value orientation and that of the class, but also to serve as a springboard for discussion of the political spectrum and polarization of opinion in the United States.

Distribute the following value survey to the class and allow the students 10-15 minutes to complete it. Stress that no comments be made during the taking of the survey, since a spontaneous remark by one student could affect the responses of the students to the questions.

Politics: Right, Left, or Center

Where do your views place you on the political spectrum? The test below may help you decide. After reading each statement, check the box that indicates the extent of your agreement or disagreement.

	Agree		Disagree	
	Strongly	Partly	Strongly	Partly
1. Having many political parties confuses things. We are a lot better off by having only two main parties.				
2. Depressions may be unpleasant but it's natural to have them and probably not a bad thing in a normally healthy country.				
3. The less government interferes with the economy or tries to control it the better.				
4. People who are on public welfare are generally lazy or ignorant and don't want to work.				
5. People complain when student protesters get hurt by the police but they never seem to be concerned about what the students did to the police to cause them to retaliate.				
6. No matter what people say, "My country right or wrong" is a pretty good motto.				
7. Professors and other intellectuals may have good ideas occasionally, but the practical businessman does more to help society.				

	Agree Strongly	Agree Partly	Disagree Strongly	Disagree Partly
8. Only those people who have something to hide will be bothered by the collection and computerization of information on their activities or beliefs by government or business.				
9. Labor unions today seem to have too much power.				
10. Life is too soft for kids today. A few years in the Army would be good for them.				
11. Children should take as their models the men who started with nothing and, through great determination, rose to the top.				
12. We can best help those who are less fortunate by supporting good charitable organizations.				
13. In politics and government it is best to move only when we are absolutely sure where we are going.				
14. It is up to the individual, not the government, to assure that his family is adequately clothed, housed, and fed.				
15. When it comes to political leadership it almost always is best to go along with an older man who has had experience and is not going to do anything foolish.				
16. Instead of admitting American draft dodgers and deserters, Canada should send them home to get what is coming to them.				
17. The attempt to abolish the death penalty is just another example of pampering criminals.				
18. In the family you should not spend more than you earn and in government you should do the same by balancing the budget.				
19. Immigrants who complain about this country should be told to go back where they came from.				
20. When rebellious young people get older they will settle down.				

Scoring:
Give yourself 1 for each item that you answered with an Agree Strongly; 2 for Agree Partly; 3 for Disagree Partly; and 4 for Disagree Strongly. Then total up the score: The theoretically possible range is from 20 to 80. The lower the total, the more politically conservative the value orientation of the individual (Right); the higher the score, the more liberal (Left). Scores from 45 to 55 indicate varying degrees of moderation or middle-of-the-road orientation.

Follow-up: Ask students to what extent their score reflects their own self-image of political orientation. Plot or graph on the board the responses for the class as a whole. Do the class results represent the spectrum of viewpoints in the community-at-large? How should these findings be taken into account in studying the decision-making process of your local or state government?

Activity:
From studying the speeches, writings, comments, and voting record of your representatives and government officials, try to determine where they fall on the political spectrum.

THE COMMUNITY AS A CLASSROOM

Since the Institute program views the community as the classroom, outside individuals are invited into the school as special resource persons. Furthermore, students are encouraged to get into the world of government and politics for first-hand experiences. Some schools have been able to arrange internship experiences in their communities for student learning and participation in various governmental, political, and private interest organizations. At the end of this section (pp. 10-11), copies of internship evaluation forms have been included which can be mimeographed and used to measure student participation and improvement.

To illustrate the kinds of experiences possible under this program, the following examples highlight worthwhile student involvement in the community in past years.

* * * * *

More than 500 students in 19 high schools in New Jersey have cast aside the generation-old "Problems of American Democracy" course for an innovative program of politics in action.

Known as the Institute for Political and Legal Education, the course takes students out of the classroom and into the world of Mayors, Freeholders, Senators and lobbyists.

Instead of memorizing the names of Supreme Court Justices, students work with municupal tax assessors answering homeowners' questions on tax re-evaluations in East Brunswick.

Theory on the legislative process gives way to political internships with state Assemblymen giving Metuchen High School students an inside view of elected officials.

* * * * *

At Metuchen High School, where James McDonnell, a history teacher, is coordinator of the program, students set up a massive display of municipal government career positions from sanitation jobs to law enforcement.

The display, which traveled to Woodbridge Center Shoppers Mall, is now at the Commonwealth Bank on Main Street in Metuchen.

"Some of our students never knew what a county Freeholder did until they were assigned as interns to the Middlesex County Board of Freeholders and saw a multimillion-dollar operation in action," Mr. McDonnell said.

At Metuchen, students are excused from classes two days a month to do Institute work.

* * * * *

At East Brunswick High School, 31 upperclassmen spend one day a week in municipal offices from that of Mayor Jean Walling to that of the tax assessor, William Bailey.

Charles King, chairman of the history department at the school, said students worked with the township's League of Women Voters preparing a "Know Your Town" booklet, and canvassed a district with a poor voting record in East Brunswick.

"As a community project they are now working on a pricewatch with six supermarkets on Route 18," he said. "They will compile data for the community on whether the food merchants are adhering to Federal Price controls."

The Institute provides six units of study ranging from voter registration to lobbying and interest groups. Armed with the techniques learned from lobbying groups, a delegation of students from East Brunswick went to the State Assembly to lobby for a bill that would lower the age of eligibility for Assemblymen to 18 from 21.

* * * * *

Some students have interned with professional lobbyists, gone to Washington with a Congressman, worked in the state Public Defender's office and in the State Department of Education.

Parsippany High School students did an extensive survey for the town's recreation department, recommending use for park and recreation land that will be followed by the town's planning board.

Madison students wrote up a petition for the local governing board calling for a change in its system of government.

* * * * *

Joani Philip, an articulate senior who thinks she may become a lawyer, spent her national internship working with New Jersey's Republican Senator Clifford Case. "We talked about the power structure, and what a legislator can do for his constituents. My time in Washington gave me a closer, more realistic view of government and politics in action than I could have gotten in any other way."

* * * * *

Seventeen-year-old William Wallace of Mount Laurel, New Jersey, worked long and hard to convince his town council to pass a $50,000 bond issue for the construction of new tennis courts. William says, "I spent hours at the courts counting the number of players and seeing how long they had to wait for a court. Then, armed with the facts, I went to a town council meeting. At first, I suppose the city fathers were wondering why a kid was wasting their time. But after I appeared at three consecutive meetings, and the councilmen really looked at my research, they passed a resolution in favor of a bond issue to finance new courts."

* * * * *

"I felt for the first time in my life, that I was an important part of my community." That's how Robert Gilroy, a junior at Holy Cross High School in Camden, New Jersey, summed up his experiences working with several of his classmates as an official price-watcher for his township

Collection of articles from The New York Times, Sunday, March 18, 1973 about students involved in politics removed to conform with copyright laws.

council last autumn. The teenagers made weekly spot-checks of local stores and manned a special telephone at school to register complaints from Burlington County residents. Robert also helped to edit a monthly consumer-awareness fact sheet, which was widely distributed in the Camden area. Other students conducted consumer-awareness workshops for interested community organizations. "The town really welcomed the student watchdogs," Robert recalls, "and we knew we were doing an important job."

*****

Each school, where the Institute operates, also sponsors frequent in-class briefings by experts and all-day Saturday workshops on such matters as local planning, lobbying, community research, and bill writing. Many men and women, from state legislators to local committeemen, generously volunteer time to the program.

*****

INTERNSHIP EVALUATION FORM

(supervisor)

Student ______________________________ Rater ______________________________

Date ______________________________ Department ______________________________

Please indicate your response to the statements below about the student listed above by circling a number along a scale of 1 to 5 (see scale below) which represents your feelings of the level of his (her) performance during this activity.

1 = Poor   2 = Fair   3 = Good   4 = Very Good   5 = Excellent

1.	The student's ability to establish a working rapport with members of the department or agency was:	1	2	3	4	5
2.	The student's ability to listen and respond appropriately was:	1	2	3	4	5
3.	The student's use of unstructured time (independent work) was:	1	2	3	4	5
4.	The ability of the student to perform assigned tasks was:	1	2	3	4	5
5.	The punctuality, enthusiasm, and cooperation shown by the student was:	1	2	3	4	5
6.	What overall rating would you give this student?	1	2	3	4	5

Please comment:

1. Does the student appear to be benefiting from this experience?

2. What problems, if any, have developed? Explain.

3. What unique experiences has this student had?

4. What recommendations, if any, would you make regarding the improvement of the intern program?

INTERNSHIP EVALUATION FORM
(student)

Agency: ______________________ Student: ______________________

Date: ______________________

Please indicate your response to the statements below concerning your internship circling a number on a scale as follows:

1 = Poor 2 = Fair 3 = Good 4 = Very Good 5 = Excellent

1. The attitude of the individual(s) with whom you are interning:	1	2	3	4	5
2. The likelihood of using the information and/or skills presented in this internship is:	1	2	3	4	5
3. I would characterize my participation today as:	1	2	3	4	5
4. To what extent do you feel you are benefiting by this experience?	1	2	3	4	5

Please answer as indicated:

1. In what areas has your experience fulfilled your expectations?
2. In what areas has your experience *not* fulfilled your expectations?
3. What was the best thing about your experience today?
4. What was the worst thing (if any) about your experience today?
5. Specifically, what did you learn today?
6. If you could change any one thing about your internship, what would it be?

DATA COLLECTION

PART II.

DATA COLLECTION: COMMUNITY RESEARCH – HOW AND WHY?

How can the community's desires be assessed?
What effect can the results of community research have on governmental decision-making?

INTRODUCTION

Through social or community research, facts and opinions indicating human needs and desires are assembled, organized and interpreted. The information thus obtained can be used to influence governmental decisions and public policy on all levels of government. For example, to bolster attempts to persuade local governmental officials of the need for more parks, a citizens' group might use the results of a community survey. If the poll indicates that a majority of citizens not only favor more parks but would be willing to pass a bond issue for them, the group would be in an excellent position to recommend to city council the submission of a bond proposal to the electorate. On the national level, Common Cause, ecological groups and consumer organizations utilize community research techniques to provide background data and supportive materials necessary for legislative proposals.

Students can best learn the techniques of conducting community research and its subsequent effect on the decision-making process by actually becoming involved in a community research project. Selection of an issue for research should be done with care. First, students should be acquainted with the method of issue analysis which enables students to distinguish between "real" issues and those issues created by the media or by political candidates. The use of the IPLE Voter Education Kit should be helpful in teaching this concept.

Dr. Carl Danziger of Rutgers University developed for IPLE material on community research which is included within *A Guide to Community Research* (pp. 17-36 ff.). This material should be studied carefully. The sample questionnaires included in this section and the Appendix should assist students in the development of their interview instruments.

How is a research project initiated?

The first step in the research process is to choose a problem, concern or issue and to state it in very specific terms. The problem chosen might be almost anything with which you are concerned. The most important ingredient is the interest or desire to explore the problem. The term *problem*, as used in discussing research, means any topic of concern or any issue raised for study; it must not be restricted to "something wrong" or to something in conflict with your own or society's values.

It is helpful to state the problem in the form of a question. For example:

1. Does involvement in community organizations increase political awareness?

2. What is it like to live in a Mobile Home Park?

3. Are the residents in different parts of a city equally satisfied with police service?

4. What effect do wives and girlfriends have on the recidivism (return to prison) of parolees?

5. Are there some workable alternatives to marriage other than the present, nuclear family arrangement?

6. How do individuals decide which political party to support?

In formulating research projects, consideration must be given to whether or not the topic is useful, reasonable, and researchable. The following questions offer criteria:

1. Why do you want to study the topic?

2. Will the information obtained have some practical significance to "real life" situations?

3. Does the topic have theoretical importance and will the findings be useful in developing ideas or theories on the subject?

4. Is the topic sufficiently narrow to be handled with the time and resources available?

What is the purpose or goal of the study?

The second step in the research process after the selection of a topic is to clearly define the goal. Generally, research projects can be classified as either *exploratory* or *hypothesis-testing* although some projects have both goals.

Exploratory Study

The main purpose of the *exploratory study* is to examine a problem or field in order to uncover areas for more intensive study. This procedure is known as *descriptive analysis.* The goal is to describe accurately and systematically the actual situation. This type of study will usually answer such questions as who, what, where, when, or how much; for example:

a. What are the causes of drug addiction?

b. Who are the people living in a Mobile Home Park? Where do they come from (geographically)? How long do must mobile home dwellers live in one place?

c. What happens in a process of small group interaction? Does one person usually wind up as a leader of the group?

The descriptive or exploratory study, thus, simply summarizes the social reality; for example, with reference to the above questions:

a. Drug addiction is related to social status, age, education and ethnicity.

b. Mobile home dwellers are more likely to be young married couples or retirees rather than families with children. The average mobile home dweller moves his home infrequently; perhaps, only once every five years.

c. Almost all groups tend to have the leadership role fall to one individual.

Hypothesis-Testing Study

The main purpose of the *hypothesis-testing study* is to determine the relationship between two or more variables. This *hypothesis-testing study* emphasizes the reasons for, or the causes of, an attitude or behavior. It attempts to explain the phenomenon rather than just describe it. This type of study answers the questions how and why? For example:

a. The lower the socio-economic status of an area, the less efficient are the public services.

b. The higher the social class background of the individual, the lower the possibility that he will have a "record" as a juvenile delinquent.

c. High income is positively related to voting Republican.

d. Marital status is related to rates to suicide: the likelihood of suicide increases for the single adult.

Each hypothesis contains two related variables:

a. *Socio-economic status* and *public services*

b. *Class* and *delinquency*

c. *Income* and *voting preference*

d. *Marital status* and *rates of suicide*

One variable is called the *independent variable*. This variable either comes prior in time to the other variable or is thought to be a possible *causal factor* of the other variable. The second variable is called the *dependent variable*. This either comes after the independent variable in time, or is the variable that must be explained by the project.

For example, income is the causal factor and therefore the independent variable to the voting preference, which is the dependent variable.

To summarize, the purpose of community research is either to explore and describe social phenomena or to test a hypothesis that examines the relationship between variables. In developing a hypothesis first, the variables should be clearly defined; second, the variables must be measured in some accurate way.

A GUIDE TO COMMUNITY RESEARCH

The local community provides a setting for numerous and varied research projects. Within a single community, research questions can concern issues of housing, education, politics, race relations, economic structure, police behavior, crime, delinquency, drugs, or a new life style, and answers can be found relating to all these issues.

Not so long ago community studies focused on problems between entire communities, since sociologists were as interested in discovering the differences between rural and urban communities as in describing individual towns and cities. Today, because of the effects of the mass media and rapid transportation, rural-urban differences are not as great as they once were, and community studies now focus on problems "within" the community. With this new perspective, researchers usually examine one area of community life at a time and often one particular question or issue.

This section presents three basic methods of data gathering which can be used either singly or in various combinations by the students in conducting their research. It examines the usefulness and practicality of each method in terms of community research. Four areas of community life are described which students may wish to survey. A sample questionnaire is also included in this section; others are to be found in the Appendix.

The three principal methods of gathering information for research are *observation, questioning*, and the *use of available data.*

Observation

Observation is a method frequently used in studying community activity. It involves taking notes on what is happening and studying them later for patterns of behavior that may emerge. An example of a research project based on observation is a study conducted by William Foote Whyte in an Italian slum in Boston in the 1940's, entitled *Street Corner Society.*[1] Whyte wanted to study the principal organizations in the Italian community. He lived in the area for three years, collecting a great deal of information on political activity, church involvement and family life. Eventually, he focused on the "street corner" gangs in the neighborhood. Observing two gangs, he learned, among other things, the differences in the behavior of gang leaders and followers and what purposes the gangs served for the boys in the neighborhood. He found, for example, that the gang leader was more likely than other gang members to fulfill all of his personal obligations, and that the leader always spent more money on his followers than they spent on him. Whyte noticed that in the absence of their leader, the members of the gang divided into a number of small groups rather than interacting as a single gang.

Other observation studies have examined church groups, community associations, bars and night clubs, and communes. In another well-known study using observation for data-gathering, Elliot Liebow described the day-to-day lives of unemployed black men in Washington, D.C.[2]

Although these studies seem particularly broad and time-consuming, observation is a useful and practical means of collecting data. Sociologists usually rely on observation when they can neither question the

[1] William Foote Whyte, *Street Corner Society* (Chicago: University of Chicago Press, 1943).

[2] Elliot Liebow, *Tally's Corner* (Boston: Little, Brown, 1967).

persons studied nor use the available data. Sometimes people are unable to describe their behavior to an outside researcher. They have become so involved in their activities that they are not aware of certain recurring patterns in the group. For example, "Doc," one of Whyte's gang leaders did not realize that he typically initiated all action for the group without consulting other members, while followers discussed alternatives with each other in the leader's absence. Thus, Doc was unable to answer some questions about the gang's behavior.

Observation does not necessarily require extremely long periods of time such as a year or more. A researcher might attend city council meetings over a period of only weeks or months to learn how the representatives of different districts in the city differ from one another in their discussions of the issues and in their voting activity; or whether there are political factions among the council members; or simply how a formal council meeting proceeds.

An example of an even simpler use of observation is noting the types of people who use public transportation into and out of a particular area at different times of day. Buses traveling to some suburban communities in the early morning are crowded with domestic workers from a nearby central city, while transportation going in the other direction is primarily by commuting professionals. Even this simple observation can give the researcher an insight into the kind of community under study.

Regardless of the subject chosen for study, the method of observation for research contains some general limitations which must be recognized; one is a "biased viewpoint," involving subjectivity. People, including sociological researchers, often see what they want to see or what they expect to find. This may bias the results of a study. One means of avoiding this problem is to have two or more independent researchers observe the same activity. Since their notes are likely to differ, a consensus must be arrived at to determine what "really" happened.

There is no single set of instructions for note-taking in the observation method. Some researchers have clearly formulated questions in mind and use a short checklist of activities or brief notes. Others, feeling ignorant of the area under study, take very full notes on everything that occurs. Returning to the city council example, from newspaper accounts of previous meetings one researcher may already know that the council is divided into two factions and which members constitute the two sides. He may be interested in finding out whether the members of each faction speak primarily to each other or to members of the opposing group. A diagram will help him note very quickly who speaks to whom during a meeting. The page might look like this:

Councilman 1	~~1111~~ 1	Councilman 2
	11	Councilman 3
	111	Councilman 4
	~~1111~~ 1111	Councilman 5
Councilman 2	111	Councilman 1
	1	Councilman 3
	~~1111~~ 11	Councilman 4
	111	Councilman 5

He places a mark on the appropriate line each time one of the councilmen speaks to another. When the meeting is over he can tally his marks to secure an answer.

A less knowledgeable researcher, on the other hand, may not know exactly in what aspects of the city council meetings he is interested. In this case, it is more appropriate to take very complete notes. With accurate notes on each agenda item, the researcher is better able to determine any predominant patterns of action. Generally it is wise to distinguish between actual *observations* and *interpretations* of what has been observed. Notes should include "facts" only. The facts can be interpreted after the observation is completed.

Another limitation to observation is a possible "control effect." The interaction or behavior under observation may change because of the observer's presence; people sometimes behave differently when they know they are being observed.

This limitation may be overcome by not revealing your presence or the purpose of your presence. This, however, presents another question – whether or not it is ethical to observe people without their knowledge. Each researcher must answer that question individually.

Observation taps behavior only: it does not reveal the attitudes and feelings of the individuals. To learn about these aspects of community life, the second method of data gathering – *questioning* – should be employed.

Questioning

Today, familiarity with national surveys and polls is great. The mass media report the findings of surveys regularly. Polls not only indicate how citizens feel about a certain issue but can also predict which candidate is likely to win an upcoming election.

Surveys are often conducted at the local level as well as the national level, although such results are not as widely reported. A research team may poll an entire community or smaller areas within the community such as political wards, neighborhoods, school districts, etc.

The basic tool in carrying out a survey is the questionnaire. Questionnaires may be self-administered, that is, filled out by the respondents themselves, or completed by an interviewer who personally asks the questions of the respondents. A good questionnaire should include, in addition to questions concerning the focus of the research (such as attitudes concerning the need for a day-care center in the area; feelings about police-community relations; landlord-tenant relations), questions on the background characteristics of the respondents. The selection of such questions depends in part on the object of the study. Questions frequently asked concern age, sex, marital status, occupation, income, education, religious preference, and possibly ethnic backgrounds. If the focus of a study is on a "felt" need for a day-care center in a neighborhood, the researcher would want to inquire about the number and age of children in each family.

A questionnaire must be designed to acquire the knowledge desired. It is said "a good question is a good tool" for developing the necessary empirical data. Thus, questions should be simply written, clear and neutral, without jargon, vagueness, or emotionally-charged words. Professional pollsters have discovered that "reliable and valid" questions will consistently result in respondents giving accurate answers. This consistency is essential if valid comparisons are to be made.

The format of the questionnaire is important in securing the attention and cooperation of the respondent. Furthermore, an interviewer should never ask whether the respondent wants to answer the questionnaire. Instead, he should say he feels certain that the respondent will *want* to answer. Research has shown that with this positive approach, people are flattered that someone cares about their views and they respond accordingly.

Most questionnaires include questions involving knowledge, attitude, self-perception, and background. The initial questions should be direct but impersonal so that the respondent feels comfortable and will be cooperative. The questions then can become more "probing." Finally, after stressing confidentiality of the responses, background questions may be asked concerning the respondent's age, sex, race, and income.

Questionnaires should be pre-tested upon a small number of respondents before their final form and nature are decided. While the meaning of a question may seem clear, it might be completely misunderstood by respondents either because the phrasing is misleading or the technical language is difficult to understand.

Questioning is not limited to the use of detailed and specific questionnaires, but may involve intensive *interviews* with well-informed respondents. The interview may be the best approach when the student has limited knowledge about the area of inquiry. To find out how an important community decision has been made, the researcher may decide to question some of the people reported as participants by the local newspaper. Because intensive interviews require more time than questionnaire interviews, it is necessary to make an appointment with the respondent in advance, at which time the interviewer should indicate what subjects will be discussed in the interview and how long it will take. During the actual interview, it is wise to have a list of questions or subjects to be covered. Students should take notes as completely as possible and fill in any details at the conclusion of the interview.

Responsibilities of the Interviewer

Since the validity of a survey may well depend on the unbiased, professional conduct of the interviewers, students must be carefully trained in the techniques of conducting an interview. Basically, the role of the interviewer is:

1) to locate respondents
2) to establish rapport with respondents
3) to ask questions of respondents
4) to record answers from respondents

Considering these in order, first – to locate respondents, the research director or coordinator generally assigns the interviewer an area to canvass.

Second – to establish rapport with the respondents, the manner and appearance of the interviewer is very important. The interviewer must be neat and clean in appearance, dressed in an appropriate style for the area. In a professional yet friendly manner, the interviewer should give his name, ~~identify~~ the sponsor of the survey, tell how the respondent was chosen and explain the confidentiality of the survey.

Third – to ask questions, the manner in which questions are asked is crucial, since the way they are posed may affect the answer. Consequently, the interviewer must remain absolutely neutral. He must emphasize that there is no "right" or "wrong" answer, and must not let his expressions or gestures indicate his personal preference.

Finally, to record the responses, the interviewer must be accurate. If the questionnaire is closed-ended wherein alternative responses are provided from which the respondent selects one or ranks the order of preference, the interviewer merely checks off the respondent's selection. However, if the questionnaire is open-ended wherein verbatim responses are requested, the interviewer's task is more difficult. In both cases, the interviewer must check carefully that answers have been recorded prior to proceeding to the next interview.

Practice through role playing should help students develop the interview techniques necessary for successful community research.

Use of Available Data

Data which have already been collected provide the best single source of information for obtaining an overall description of a community. For most communities, a vast reservoir of information is available in libraries, city and county offices, social service agencies, and newspaper files. The use of available data for social research is less expensive and less time-consuming than collecting new data through observation or questioning. Furthermore, available data covers a broader range of subject areas than any single first-hand data collection can provide.

The questions to ask of available data are: Is the information accurate? Does the information available help to answer my question? In some cases such available information will be too dated for your purposes, in others, it may not conform directly to your needs.

Some of the major sources of available information are:

1. Census Data – These can be found in local libraries or may be obtained directly from the Superintendent of Documents at the U.S. Government Printing Office in Washington. Local or county planning boards may also have census reports for public use. The census provides housing and population statistics for the United States as a whole, for states, counties, metropolitan areas, cities, and even small areas such as census tracts (especially defined by the Census Bureau) and city blocks. Population characteristics reported for each of these areas are color or race, sex, age, years of school completed, employment status, occupation, industry and class of worker, income, place of work, and other characteristics of the resident population. The data on housing includes such items as condition of the housing units, average number of rooms in residences, such household facilities as a telephone, a bathroom, complete kitchen equipment or basement, whether housing units are owned or rented by their occupant, median value of housing units in the area and the median monthly payment for rented units.

2. Historical information – Community histories, if available, will most likely be found at the local library or Historical Society.

3. Newspaper Clipping Files – Local newspaper offices not only have collections of back newspapers, but they often maintain clipping files indexed by subject areas and prominent community names for the use of their reporters. Outsiders are usually granted access to these files which are particularly useful for following the course of a community issue.

4. Chamber of Commerce – The local Chamber of Commerce can provide current information on local business and industry and growth projections.

5. League of Women Voters – The LWV usually publishes a factbook on local government describing its structure and functions and listing the names and addresses of government officials.

6. Information on Corporations – The reference section of the local library should have *Moody's Industrial Manual, Poor's Register of Corporations, Directors and Executives*, and *Who's Who in America*.

7. Social Service Agencies – These offices usually have information on the aspect of the community which concerns them. Examples are welfare agencies, health services, clinics, counseling services, drug rehabilitation centers, unemployment and job training offices, etc.

8. General Reference Material – The public or university library in the community will probably have a special section on the city. In addition, the reference department may have useful information, and the reference librarian should be helpful.

Observation, questioning, and the use of available data are the three methods of collecting information for research in the community. Since each approach has advantages and limitations, the researcher should carefully consider the approach most useful for answering the specific concern about community life. These three data-collection procedures may be used in any combination which may lead to a clearer understanding of the phenomenon under study.

Some Areas to Investigate

This section discusses four areas of community life which may be of research interest to students – economic structure, government, housing, and education. Recommendations for possible sources of information and suggestions for questions are included. There are many more areas of community life to consider and any number of questions to ask. The following discussions should be reviewed only as examples of possible research procedures.

Economic Structure

Perhaps the first question to ask about the economic structure of your community is: What are the principal businesses and industries? Every state publishes an *Industrial Directory* (available at the public library and university libraries) which lists every business employing over 100 people. There is a separate list for each county. In certain communities, special service institutions such as the educational system, government, hospitals, prisons, and so on, may employ large numbers of people. Census data can furnish or estimate the number of people employed in this sector.

For financial information about particular businesses, consult *Moody's Industrial Manual* and/or the companies' annual reports which are on file with the state's Secretary of State, and for information about corporation executives, see *Poor's Register of Corporations, Directors and Executives* or *Who's Who in Commerce and Industry*.

You may be interested in the labor movement in your community. You can find out what percentage of workers in your community are members of unions and the names of the largest unions in the area by asking at the local or regional AFL-CIO office. If you are curious about the history of the labor movement or labor-management relations in the community, you can interview local officials and gather further information by using newspaper clipping files and books. You might also interview local radio, television, or newspaper reporters who cover labor relations. To obtain information on working conditions in local employment situations, it is best to gather current data by either observation or questioning. You may also want to find out about migrant labor in the area, wages and working conditions.

Residents' income is another aspect of a community's economic structure. You may want to know what percentages of local families fall into various income groups; how many families fall below the poverty level or in the very high income categories; where each income group lives. All of this information is available in printed reports from the Bureau of the Census. Your library should have them.

Other questions to consider about economic structure are: What is the local unemployment rate? Is the rate different for whites and blacks, males and females? Are there any job-training programs in the area? How many families or individuals are on welfare? You should think of more.

Government, Politics, Law Enforcement

To understand the structure of the local government, make a list and, if possible, an organizational chart of the city, county, and state elected and appointed offices with the duties of each office. The League of Women Voters probably can supply this information. If the League cannot, consult the city charter or the city or state government directory. Note the extent to which governmental units overlap in authority.

The extent to which a local government can perform the functions demanded by its citizens is limited by the amount of money it can raise from taxes and obtain from other governmental sources. You may want to find out what are the community's sources of income. Some possibilities are property taxes, sales taxes, sale of property, fines, fees, licenses, and grants-in-aid. What proportion of local income comes from the state? from the federal government? How does the city spend its money? A copy of the city's operating budget should be available at city hall. A useful way to present this information is to try drawing a circle divided into parts to show how much of each dollar spent goes to certain services.

To research the politics of an area, voting statistics, precinct maps and election laws are valuable sources available through the city or county clerk's office. Materials on political party structure should be obtained from party headquarters and should be supplemented by personal interviews.

If you are interested in the workings of the city council or assembly, attend a few meetings — they are open to the public. If you have a question about community or neighborhood attitudes concerning a particular political issue, conduct a small survey. If you are interested in the informal workings of the political parties, participate in a local campaign or interview some "insiders."

Law enforcement has become a topic of general interest in the last several years. Some people complain about police brutality and unfair treatment while others lament the lack of law and order and the rise of crime in the streets. To find out about police and community attitudes, you might interview residents from several areas of the community and some policemen as well.

Local police departments may have on file an annual report which gives the structure of the department and type of personnel (patrolmen, detectives, etc.) and reports statistics on crime, arrests, and convictions.

Housing

As mentioned in the discussion of available data, printed reports from the Census Bureau provide much information on the condition of housing in the community as a whole and in smaller areas such as census tracts and city blocks. You can learn where most homeowners and renters live, where the most and least expensive dwelling units are located, what kind of facilities the dwelling units in each block have, how many units are for sale, and the median price asked for the units on the market. These data can tell you how segregated housing is in your community and whether blacks pay higher rents than whites for housing of similar quality.

Other questions to consider are: What types of control such as zoning ordinances, building code and sanitary code, are exercised over new housing construction? How well are controls enforced? How many people live in low-income or public housing projects? Are there any tenant organizations in the area? If so, what are their major complaints and activities? You should think of additional questions.

Education

As with the three aforementioned areas, data collection concerning the educational system should begin with available data. The local Board of Education is the most logical place to consult for the basic facts about the public school system, such as the names and boundaries of schools, budget appropriations and expenditures, number of students in the schools, etc. The state Department of Education can provide information on state laws and regulations affecting local school systems such as source of funds and policy on racial balance.

Some questions to consider might be: Who are the members of the Board of Education? How long do they serve? Are they elected or appointed? How much money does the city, state, and federal government contribute toward the local school budgets? Have local bond issues for education typically been approved or turned down? How much money is spent per pupil for the entire system and for each school? Are the schools overcrowded? How old are the school buildings? Are there plans for new facilities? What is the Board's stated policy towards innovations in education?

Are the teachers unionized? What positions on various issues do teacher organizations take? Is the "track" system used in junior and senior high schools? Can you obtain average reading and mathematics test scores for the entire school system or for individual schools? What is the drop-out rate in junior and senior high schools for particular schools and among blacks, whites, boys, and girls?

If you are interested in segregation in the schools, find out the racial composition of each school and the means by which the school board is attempting to desegregate the school system. How many children who are eligible to go to public schools attend private ones? How many attend private schools within the community? What are the opportunities for adult education in the community?

Summary

Economic structure, government, education, and housing are only four of many areas of community life which you as a social researcher may want to investigate. Think of other areas of interest for community research and formulate interesting and imaginative questions to ask. The advantageous and careful use of available public data will reduce time and expense in the data-collection process. If however, there are no data available for answering a question you might have, then you should conduct small scale studies, remembering the particular advantages and disadvantages of observation and questioning.

Consult pages 28-29 for an "outline of questions" to assist you in designing and using a research instrument. One questionnaire, Police/Community Relations, is included, pages 31-32; others are in the Appendix.

After preparing a suitable questionnaire, students proceed to the field work. Then the classroom discussion, based on a compilation of responses and other materials gathered, should heighten students' analytical and interpretive skills. A final report and/or public policy recommendations conclude the research project.

A Random Sample

After students have selected an issue for community research and have developed a questionnaire, they are ready to determine the extent of dissemination. How large should the sampling be? Since it is frequently impractical, if not impossible because of manpower and cost limitation, to survey an entire community, a method of random sampling must be devised. In a random sampling, a portion of the population is selected systematically. The basic rule for a random sampling is that every individual in the target population must have an equal chance to be selected.

The reliability of random samples is based on probability theory not on certainty.

Using a Table of Random Numbers to Select a Random Sample

One technique for selecting a random sample from a large population for research purposes is the use of a table of random numbers. The numbers on the following page are considered random, because they have been selected and arranged in the table in such a way that there is no pattern to their arrangement.

Random number tables may be used in any direction — up or down the columns, back and forth across rows, or even diagonally,— in order to get a random sequence of numbers. This presupposes that you do not always start into a table at the same place and follow the same pattern, since it would then repeat the same sequence. A simple procedure for finding a starting point is to close your eyes and let your finger fall at some point on the table, then open your eyes and read off the closest digits above your finger. Use the digits to identify the row and column of your starting place.

Let us assume you wish to select a simple random sample of 30 from a population of 99 who comprise the residents in one square block area of town. The first step in selecting this random sample is to obtain a list which includes every member of the population. Then assign a number to each name on the list from 1 to 99. Now you are ready to use the table to select a simple random sample of 30 from the total population. You need use only a two-digit number. If the population you were sampling was a three digit number (i.e., from 100 to 999), you would need three-digit random numbers, which could be made by combining the columns on the table. More elaborate tables of random numbers for these purposes can be found in most textbooks on statistical methods.

It should be noted that if you come to a number which has already been used in your sample — for instance, going down the first column of two-digit numbers on the table, the numbers 97, 61, 11 appear more than once — you should skip it and go on to the next until you have chosen the desired number for the sample.

TABLE OF RANDOM NUMBERS

	1-4	5-8	9-12	13-16	17-20	21-24	25-28	29-32	33-36	37-40
1	23 15	75 48	59 01	83 72	59 93	76 24	97 08	86 95	23 03	67 44
2	05 54	55 50	43 10	53 74	35 08	90 61	18 37	44 10	96 22	13 43
3	14 87	16 03	50 32	40 43	62 23	50 05	10 03	22 11	54 38	08 34
4	38 97	67 49	51 94	05 17	58 53	78 80	49 01	94 32	42 87	16 95
5	97 31	26 17	18 99	75 53	08 70	94 25	12 58	41 54	88 21	05 13
6	11 74	26 93	81 44	33 93	08 72	32 79	73 31	18 22	64 70	68 50
7	43 36	12 88	59 11	01 64	36 23	93 00	90 04	99 43	64 07	40 36
8	93 80	62 04	78 38	26 80	44 91	55 75	11 89	32 58	47 55	25 71
9	49 54	01 31	81 08	42 98	41 87	69 53	82 96	61 77	73 80	95 27
10	36 76	87 26	33 37	94 82	15 69	41 95	96 86	70 45	27 48	38 80
11	07 09	25 23	92 24	72 71	26 07	06 55	84 53	44 67	33 84	53 20
12	43 31	00 10	81 44	86 38	03 07	52 55	51 61	48 89	74 29	46 47
13	61 57	00 63	60 06	17 36	37 75	63 14	89 51	23 35	01 74	69 93
14	31 35	28 37	99 10	77 91	89 41	31 57	97 64	48 72	58 48	69 19
15	57 04	88 65	26 27	79 59	36 82	90 52	95 65	46 35	06 53	22 54
16	09 24	34 42	00 68	72 10	71 37	30 72	97 57	56 09	29 82	76 50
17	97 95	53 50	18 40	39 48	83 20	52 23	08 25	21 22	53 26	15 87
18	93 73	25 95	70 43	78 19	88 85	56 67	16 68	26 95	99 64	45 69
19	72 62	11 12	25 00	92 26	82 64	35 66	65 94	34 71	68 75	18 67
20	61 02	07 44	18 45	37 12	07 94	95 91	73 78	66 99	53 61	93 78
21	97 83	98 54	74 33	05 59	17 18	45 47	35 41	44 22	03 42	30 00
22	89 16	09 71	92 22	23 29	06 37	35 95	54 54	89 88	43 81	63 61
23	25 96	68 82	20 62	87 17	92 65	02 82	35 28	62 84	91 95	48 83
24	81 44	33 17	19 05	04 95	48 06	74 69	00 75	67 65	01 71	65 45
25	11 32	25 49	31 42	36 23	43 86	08 62	49 76	67 42	24 52	32 45

A Systematic Sample

In selecting a representative sample from a list which includes the entire population of a particular group, an alternative method to the using of random numbers is systematic sampling. Follow these simple procedures:

First, examine the list of names for any evidence of order and trend (other than alphabetical). The list should not be ordered in such a way that sampling at intervals might bias the results, i.e. giving some types of cases a greater probability of selection than others.

Next, decide on the sampling interval. This interval may be obtained by dividing the total number of cases on the list (or an estimate of them) by the size of the sample desired. For example, if the list contains 500 names and a sample of 125 is desired, then the interval would be four and every fourth name on the list will be chosen. If a case is chosen which cannot be used in the sample, do not substitute, but continue the selection. When the bottom of a page is reached, treat the next page as a continuation of the same list (do not begin each page anew).

Note: Sampling from a card file can be done in essentially the same manner, except that the interval may be in inches, measured by a ruler. There should be only one card (or equal numbers of cards) for each case, and the cards should be tightly packed before selection.

Data Interpretation

Once the data has been collected, it is important to organize, record, and analyze the questionnaire response systematically. The learning experience in social research can be greatly enhanced by access to computer capabilities. In processing the data, every effort should be made to use the school business office computer equipment (if available), or to arrange computer time with a local business.

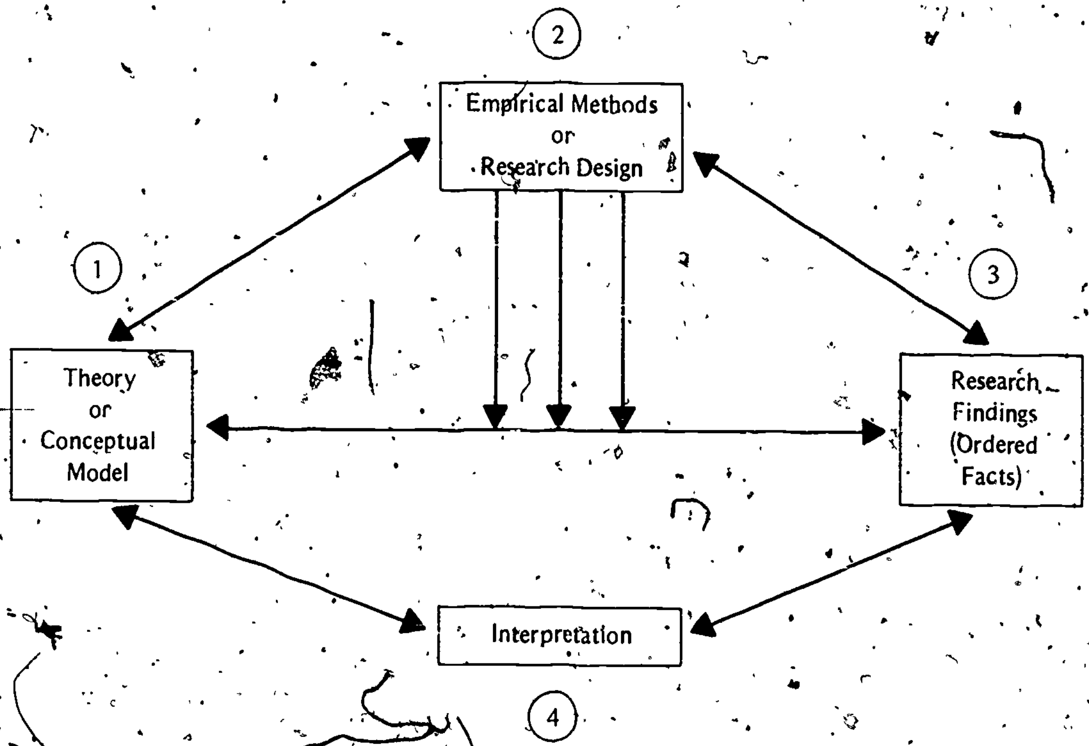
A Student Project

The project of Metuchen High School, Metuchen, New Jersey shows how a group of students organized and implemented a community poll It is included in its entirety (pages 39-45) to exemplify how a group of students used their newly acquired skills effectively. On the basis of a ten-week, 2000 call random telephone survey, students came within a few percentage points of predicting the outcome of a local election.

An Outline of Questions for Sociological Research

"Sociological Research assembles, organizes and interprets facts that help to explain human activity."

Diagram of the Research Process



Model or Theory — vague hunch or clearly formulated proposition.

Research Design — The methods to use or the procedure to follow in obtaining information (data) necessary to test the initial theory.

Questions to ask in designing the research project:

(1) What level is to be selected?
   a. individual
   b. dyad (pair)
   c. group
   d. society

(2) How many cases are needed? (the sample)
   a. single case
   b. few selected cases
   c. many selected cases

(3) What kind of sample will be taken?
   a. representational (i.e. random)
   b. analytic (i.e. chosen for specific reason)
   c. representational and analytic (stratified sample)

(4) Should information on the past and future be sought as well as on the present?
   a. present
   b. past
   c. future
   d. panel study (i.e. following the same individuals over an extended period of time in different situations)

(5) How much control should be retained over those being studied?
   a. no control
   b. unsystematic control
   c. systematic control

(6) What sources of data should be used?
   a. new data (collected specifically for the study)
   b. available data (already existing information)
   c. both

(7) In what way should data be gathered?
   a. observation
      1. participant observation
      2. non-participant observation
   b. questioning
      1. questionnaires
      2. interviews
         (a) structured — exact sequence of questioning
         (b) unstructured — exploratory
   c. combined questioning and observation

(8) How should the findings be analyzed, after the data have been collected?
   a. unsystematic description — perceptions
   b. systematic measurement — statistics
   c. both

(9) What are some of the problems of your relationship to the public?
   a. cooperation
   b. ethics
   c. time and money
   d. how realistic is the data
      1. validity — does it measure what is sought?
      2. reliability — is the measurement consistent?
      3. representative — is the sampling broad based?

Police/Community Relations Questionnaires

With the cooperation of the Newark Police Department, Rutgers – The State University is conducting a study of police/community relations. We are asking your cooperation in filling out this questionnaire. There are no right and wrong answers. There are only opinions, and every man is entitled to his own. The purpose of the study is to find out how you feel about the questions that are asked below. Do not sign your name. No one will ever know what opinion you personally have given. Our only request is that you give us your opinions as honestly and as accurately as you can, without being influenced by the opinions of others. We hope our study may prove useful for both police and the community of Newark.

Questions for the Police

1. Age at last birthday: ____ years old.

2. Rank: ____________________

3. In what capacity do you usually work as a policeman?
   - foot patrolman ______
   - motor patrol ______
   - motorcycle unit ______
   - traffic control ______

4. What was your usual occupation before becoming a policeman? ____________________

5. Have you served in the military? Yes ___ No ___ (If no, Go to Question 6)
   - Army ___ Navy ___
   - Marines ___ Coast Guard ___
   - Air Force ___ National Guard ___

   In your military career, did you ever serve with the military police?

   Yes No If so, for how long?

6. Religious preference:
   - ____ Protestant
   - ____ Catholic
   - ____ Jewish
   - ____ Pentecostal
   - ____ Muslum

7. Marital status:
   - ____ Single
   - ____ Married
   - ____ Divorced
   - ____ Separated
   - ____ Widowed

8. Race:
   - ____ White
   - ____ Black
   - ____ Spanish
   - ____ Other (please specify)

9. How many children do you have? _____

   If you have children, do they attend public or private schools?
   - ______ Public
   - ______ Private

10. Number of years on the police force:

____ 6 mo. or less	____ 5-8 yrs
____ 6 mo. to 1 yr	____ 8-10 yrs
____ 1-2 yrs	____ 10-15 yrs
____ 2-3 yrs	____ more than 15 yrs
____ 3-5 yrs	

11. Please indicate your approx. income:

____ $ 5,000 – 7,500	____ $15,000 – 20,000
____ 7,500 – 10,000	____ 20,000 – 25,000
____ 10,000 – 12,500	____ 25,000 – 30,000
____ 12,500 – 15,000	____ over 30,000

12. What was the last grade in school you finished?

____ 8th or less	____ some college or trade school
____ some high school	____ college graduate
____ high school graduate	____ graduate school

13. Where were your grandparents born? (If in USA, what part of the country?)

____

14. If you are white, have you ever lived in the same neighborhood with black families?

____ Yes ____ No

15. If you are black, have you ever lived in the same neighborhood with white families?

____ Yes ____ No

16. In what social class were you raised?

____ Working Class
____ Lower Middle Class
____ Middle Class
____ Upper Middle Class
____ Upper Class

17. In what social class do you consider yourself now?

____ Working Class
____ Lower Middle Class
____ Middle Class
____ Upper Middle Class
____ Upper Class

18. What was your father's usual occupation? ______________________

19. How would you classify yourself politically (Check one in each column)

____ Democrat	____ Conservative
____ Republican	____ Moderate
____ Independent	____ Liberal
	____ Radical

20. Generally, do you think the people in the neighborhood where you work have the same political ideas as you do?

____ Yes ____ No

1. a) Do you think the police operations in the neighborhood where you work are:
_______ very satisfactory___ generally satisfactory___ generally unsatisfactory___ unsatisfactory
b) Why do you feel this way? ______________________________

2. How good a job do you think the police do in providing protection for the people in the neighborhood where you work?
_______ excellent _______ good _______ fair _______ poor

3. a) How much respect do you think the people in the neighborhood where you work have for the police? _______ a good deal _______ some _______ hardly any
b) Why do you think this is so? ______________________________

4. Do you think the police live in the same neighborhood where they work?
_______ most _______ some _______ hardly any _______ none

5. a) How do you think police service in the neighborhood where you work compares with other neighborhoods in Newark?
_______ better than most _______ about the same _______ not as good as other neighborhoods
b) Why? ______________________________

6. How good a job do the police do being respectful to people in the neighborhood where you work?
_______ very good _______ pretty good _______ not so good

7. Would you want your child to be a policeman? _______ Yes _______ No
Why or why not? ______________________________

8. In your opinion, what is the main purpose that the police serve in the neighborhood where you work?
____

9. In your opinion, which of the following is the biggest problem in the neighborhood where you work?

_______ crime in the streets
_______ dope addiction
_______ need for better police protection
_______ burglary
_______ juvenile delinquency
_______ murder

If none of these problems apply, please write the biggest problem below.

10. a) Do you think a white community objects to having a black policeman assigned to that area?
_______ Yes _______ No
b) Do you think a black community objects to having a white policeman assigned to that area?
_______ Yes _______ No

11. At the present time, do you think: (check one in each column)

there are enough blacks on the force ______ there are enough young men on the force ______
there are too many blacks on the force ______ the number is about right ______
the number is about right ______

12. In your daily experience, have you found it necessary to be more strict with:

a) male or female law violators ______ male ______ female
b) black or white law violators ______ black ______ white
c) law violators over 30 or under 30 ______ over 30 ______ under 30

13. If you were given your choice of district assignments, would you:

__________ like to work in a white neighborhood
__________ like to work in a black neighborhood
__________ like to work in a mixed neighborhood

14. In your opinion, about what percent of the arrests in your district involves:

a) black law violators __________ %
b) law violators under 30 __________ %
c) female law violators __________ %

Questions for the Community:

Read each statement and check whether you strongly agree, agree, disagree, or strongly disagree.

1. Women receive greater courtesy from the police than men do.
 ______ Strongly agree ______ Agree ______ Disagree ______ Strongly disagree

2. Police treat people from the same background as themselves better than others.
 ______ Strongly agree ______ Agree ______ Disagree ______ Strongly disagree

3. Police treat blacks and whites with equal respect.
 ______ Strongly agree ______ Agree ______ Disagree ______ Strongly disagree

4. You would have to replace at least half of the police to get a really good police force in this community.
 ______ Strongly agree ______ Agree ______ Disagree ______ Strongly disagree

5. Police let the black community in Newark get away with murder.
 ______ Strongly agree ______ Agree ______ Disagree ______ Strongly disagree

6. If people don't treat the police with respect, then police should not treat them with respect.
 ______ Strongly agree ______ Agree ______ Disagree ______ Strongly disagree

7. Police treat adults with more respect than they do young people.
 ______ Strongly agree ______ Agree ______ Disagree ______ Strongly disagree

8. Police let the white community in Newark get away with murder.
 ______ Strongly agree ______ Agree ______ Disagree ______ Strongly disagree

9. The way a person looks has a great deal to do with the way he will be treated by police.
 ______ Strongly agree ______ Agree ______ Disagree ______ Strongly disagree

10. If you've got money, you don't have to worry about the police in Newark.
 Strongly agree Agree Disagree Strongly disagree

11. Blacks have less respect for law and order than whites do.
 ______ Strongly agree ______ Agree ______ Disagree ______ Strongly disagree

Please check whether the following statements about police behavior happen frequently, sometimes or never happen in your neighborhood.

WHEN DEALING WITH PEOPLE IN THE NEIGHBORHOOD WHERE YOU WORK, GENERALLY THE POLICE:	HAPPENS IN NEIGHBORHOOD Frequently	Sometimes	Never
1) Lack Respect, Use Insulting Language			
2) Give Everyone a Fair Shake			
3) Act like Bigshots			
4) Are Always There When you Need Them			
5) Use Unnecessary Force Making Arrests			
6) Are Friendly and Helpful			
7) Search People Without Good Reason			
8) Are Honest			
9) Search Cars Without Good Reason			

1. Have you, as a private citizen, been in contact with the police
   - to report a crime ______ Yes ______ No
   - because of a traffic violation ______ Yes ______ No
   - stopped and questioned ______ Yes ______ No

2. Do you see any need for meeting the people in the neighborhood where you work
   - a) Socially ______ Yes ______ No
   - b) to increase community relations programs ______ Yes ______ No
   - c) to discuss mutual problems ______ Yes ______ No

3. Do you think that the people in the neighborhood where you work would be willing to pay more taxes in order to increase police salaries? ______ Yes ______ No

4. In what section of Newark do you live? ____________________
   If not in Newark, please specify where: ____________________

THE ORGANIZATION OF A STUDENT POLL

by

Eugene Kelsey, Metuchen High School

The best way to run a well-organized poll is to select a group of about six students to do all the preliminary work and to make proposals on the operation of the poll for the class's approval. The committee would be responsible for making proposals as to the size of the sample, the area to be polled, and other such questions that would be difficult for a large group of students to decide. Even though these proposals are made by the committee, it is the class as a whole that should finally decide whether or not to use the committee's suggestions. Students ~~who are~~ chosen to be on the committee should have some basic background in American Government and should be willing to do the work involved. Besides the preliminary work, it is the committee that would do most of the tabulating.

First, the committee must decide on the size of the poll. Though the poll size is not extremely important, remember that if the poll is too small it will not be accurate and that if it is too large, it can become hard to manage effectively. There are many ways to determine the size of the sample. For example, a specific percentage (e.g. 10%) of the population could be surveyed and the student work-load apportioned accordingly. In another way, students (e.g. 30) agree to survey a certain number of people (e.g. five) each day and this would result in a poll of fifteen hundred over a ten-day period.

The next step in setting up the poll would be the drafting of the questionnaire. It must first be decided what type of questions are to be used. The two choices are short answer (fill-in-the-blank) or multiple choice; the latter is the easier to work with because of the time saved in the tabulating. Wording of questions should be objective.

> The questionnaire itself presents large problems. Great care must be exercised to avoid ambiguity, bias and, especially, generalities in the wording. Differences in phrasing may bring completely different answers. For example, if Northern whites are asked: "Do you support civil rights legislation aimed at bettering the Negro position in the nation?" they are likely to register general agreement. But if they are asked: "Would you like a black as a neighbor?" the answer in all probability will be a resounding negative.[1]

After the sample sheet is set up, polling may begin:

The next step would be to gather the group of interviewers. This group has the hardest and most important part of this project and the students that are doing this should be aware of the work involved. There are two methods of interviewing that can be used.

in person, such as going house-to-house or to a public place. Of the two methods, the quickest and most efficient would be the use of the telephone. Again this is a personal decision dependent upon the area involved. In assigning the interviewers to take their samples the committee must decide on the length of time available to take the sample. It can be taken all in one day which would give the interviewer the public feeling for that day, or they can operate for a length of time interviewing five people per student a day and this method would give the interviewer the changes in public feeling over a period of time. After it is decided how the process will be handled, they then assign the students to make their interviews. Remember, as in the drafting of the questionnaire, when asking the questions the interviewer must remain completely unbiased so as not to influence anyone's answers.

[1] Lester Markel, *What You Don't Know Can Hurt You* (Washington, D.C.: Public Affairs Press, 1972), p. 244.

It is important that interviewers maintain good records and return all interview sheets promptly. If sheets are not handed in, the poll's accuracy might be affected. Consequently, it may be advisable to assign each student a letter (e.g. A, B, C) and to letter and number consecutively each of the sample sheets. By this method, it can be quickly determined whether or not each student has returned his sheets.

After returns are received, tabulation can begin. This can be done day to day (to note changes in public feeling) or all at once. A group of about six students should be selected to tabulate the returns in order to minimize confusion. If calculators and adding machines are available or if students make up a tally sheet summarizing the sheets collected, tabulating time can be cut in half.

While final results are being tabulated, arrangements for an interview with a local newspaper should be made to offer them the story of your poll and the results. This could be done with one article or a series, such as one article stating the poll's predictions before the election and another article after the election stating the percentage of accuracy of your poll.

The most important thing to remember while running this poll is *organization*. Without it, the poll will not run smoothly, and the degree of accuracy that was desired cannot be achieved.

THE METUCHEN HIGH SCHOOL POLL

For the past two years Metuchen High School's IPLE class has run a poll of the general election in November. Voter preference in choice of candidates and referendum questions were sampled. The two communities that were sampled were Edison and Metuchen. Edison was chosen for its population and Metuchen for its local interest.

Two identical samples were taken on two different occasions before the November election. This was done to note possible changes in public feeling as election time came closer. The first sample was taken four weeks before the election. The forms for each sample were handed out to forty students in the class. Compared to national samplings this would be considered a very large sample in proportion to population.

During the first sample, students used two methods in their interviewing: door to door and telephoning. The second sample was limited to the use of the telephone on a daily basis.

Out of the three thousand sample sheets that were handed out about 85 percent were returned for tabulation. Tabulation was done with the use of electronic calculators and adding machines.

Numerous articles appeared on the poll (see following pages) in a local newspaper stating the predictions, and then after the election comparing them to the actual results.

In the past two years the Metuchen High School poll has been very successful in predicting the election results and, in most cases, has predicted not only the winners but also the high and low vote-getters in each race.

Metuchen High School Poll 1974

1. Will you be voting in the upcoming November election? a. yes ______ b. no ______

2. If not, why?
   - a. fed up with political system ______
   - b. disinterest ______
   - c. will be away ______
   - d. not registered ______
   - e. other ______

3. Age brackets?
   - a. 18-25 ______
   - b. 26-35 ______
   - c. 36-50 ______
   - d. 51-64 ______
   - e. 65- ______

4. Sex
   - a. female ______
   - b. male ______

5. Political alliance?
   - a. Democratic ______
   - b. Republican ______
   - c. Independent ______

6. If Independent, to which party do you lean?
   - a. Democratic ______
   - b. Republican ______

7. Are you
   - a. employed ______
   - b. unemployed ______
   - c. retired ______

	Democrat	Republican
8.	Congressman Pattern ______	Congressman Hammesfahr ______
9.	Sheriff DeMarino ______	Sheriff Main ______
10.	Freeholders Capestro ______	Freeholders Indyck ______
	Phillips ______	Durler ______
	Molveneaux ______	Hancox ______

00051

11. Borough Council
Bertrand ________
Stumpfl ________

Borough Council
Mundy ________
Abbott ________

Referendum Questions

12. Should Casino Gambling be legalized in N.J.?
yes ______ no ______ undecided ______

13. Are you in favor of changing the form of government from the present system to the County Manager plan?
yes ______ no ______ undecided ______

14. Are you in favor of allocating 590 million dollars for the continuation of the Green Acres program?
yes ______ no ______ undecided ______

15. Do you support the allotment of 300 million dollars for the improvement of Mass Transportation in N.J.?
yes ______ no ______ undecided ______

Article titled "Poll by Metuchen students shows Dems making gains" by Chris Peck in the News Tribune removed to conform with copyright laws.

Article titled "Student poll favors Dems: Gambling defeat forecast" by Chris Peck in the News Tribune removed to conform with copyright laws.

Article titled "Students' pre-election polls on target" removed to conform with copyright laws.

TABULATING JOB — Totaling the results of pre-election polls are Metuchen High students Jeffrey Salton (seated left), Stuart Morrele and Gene Kelsey (standing in rear) and Jane Wolansky at calculator.

SUGGESTED ACTIVITIES

1. Invite a representative from a marketing research firm or a political pollster to show students how to prepare a valid testing instrument (a questionnaire) and design a random sampling.

2. Invite a legislator to explain how he or she surveys constituents and what effect this information has on his voting.

3. Invite a computer specialist to explain how computers can be utilized to organize and record information for analysis.

4. Involve students in community research. The class may decide to select one topic in which everyone will participate or it may prefer to divide into several small groups researching different areas of concern. Possible topics for consideration:

   a. Assessment of community/police relations.
      What are the public's attitudes toward the police?
      What are the public relation programs?
      How effective are they?
      Is there a need for "a ride-a-long" program?

   b. Assessment of recreational needs.
      What facilities and programs are available?
      What facilities and programs are needed?
      Is the community willing to pay higher taxes to support more recreational service?

   c. Assessment of youth services.
      What services are available?
      What services are most popular?
      What services are needed?
      Can these services be justified in relation to the total population?

   d. Assessment of senior citizen services.
      What services are available?
      What services are needed?
      Can these services be justified in relation to the total population?

   e. Assessment of low and moderate housing needs.
      What housing is presently available?
      What housing is needed?
      What are the community's attitudes toward an increase in low cost housing?

   f. Assessment of health services in the community.
      What are the services available?
      What services are needed?
      How could additional services be funded?
      Are the location of services in geographic proximity to those who use them?
      If not, what recommendations could be made?

INFLUENCE

An Introductory Exercise

PART III

INFLUENCE

The preceding section of this curriculum manual provided information and techniques on community research. As a result of this training, students should be able to identify not only issues and concerns of the community, but also the expectations of people from their government. How is the gap bridged between community demands and the actual legislative process? Through what methods can pressure be brought to bear and influence exerted on the decision-makers in government? This section of *State Government – The Decision Making Process* examines a variety of "filters" through which community demands are carried to the legislators. Included are the news media, permanent and ad hoc lobbying pressure organizations, and political parties.

MEDIA INFLUENCE

In American society, the press, apart from its news function, does more than just observe and report on the happenings of government and politics. Members of the news media are actual *participants* in the decision-making process, often serving as catalysts for change in policy.

Even when they try to be "neutral," newspapers and the broadcast media perform the essential task of communication, a function which is part of any political system. Citizens turn to the press for factual information about their government and the issues and problems which affect them. The press not only reports the news, but often attempts to both educate its readers (inform them on what they "ought" to know) and interpret the news. Without making preferential judgments on policy or editorializing, news reporters try to discuss the meaning of events, and the interpretation of significant facts. The media can become an instrument of the government if it only reports exactly what is said without any challenge or interpretation.

Investigative news reporting can and often does, play a pivotal role in influencing public opinion and eventually governmental decision-making. From the outset of the so called "Watergate" scandal, it was the nation's newspapers that took the lead in investigating the series of revelations. They were the first to draw the connection between the burglary and the White House, and the first to explain how "laundered" funds were illegally involved in the political espionage of the 1972 Nixon campaign. In fact, two reporters from the Washington Post, Carl Bernstein and Bob Woodward, were awarded a Pulitzer Prize for their investigative journalism on Watergate. This type of reporting can be duplicated countless times at the state, county, and local levels of government, where the persistent research and inquiries of news reporters have uncovered information which has completely changed the course of decision-making. What examples can you cite in your own community?

A recent cartoon shows a formal dinner party at which a man in a tuxedo turns to the woman next to him and says, "Refresh my memory. Are you an official source or an unofficial source?" Frequently, news stories of an investigative nature are reported without identification of the actual source of the information. Instead, phrases such as "informed sources at the Legislature," "sources close to the County Prosecutor's Office," "a member of the Governor's staff," and the like are used.

An important element in the relation of the press to the political process today is the so-called "leak" of confidential information. Many news stories are not really leaks at all, but rather trial balloons, deliberately launched by insiders in government to test public reaction in advance of anticipated moves.

On the other hand, information sometimes leaks out, not because insiders so choose, but because diligent reporters drill holes through the secrecy. Other leaks may be purely accidental.

> Activity: Choose a particular issue of current concern in your state political or governmental scene. Read and clip several news stories related to it. Underline, in contrasting colors, examples of information sources that are specifically named and identified, and those that are attributed to unnamed persons. Can you find in your reading any examples of genuine news leaks?

At various times, news reporters move beyond the role of communications to become advocates on one side of a public issue. They thus articulate the demands of the community and exert leverage on the legislative process in ways just as effective as political parties and lobbying groups. The press acts as a representative of the people and *is* public opinion. Journalists play the roles of critics of the government and advocates of policy, directing their viewpoints at the reading public and the policy-makers. It is important to note *where* such criticism is expressed – in editorials (which are overt and legitimate) or in news stories (which are subtle and open to charges of abuse of freedom by the press). In rare instances a newspaper can actually play the role of *policy-maker* rather than just advocate because it is so highly respected and read by so many influential decision-makers in government. A good example of this is the influence of *The New York Times* in the American political scene.

Activity: Cut out and bring to class editorials from your daily newspaper as examples of media advocacy of certain actions by your state, county and local government on specific issues. How effective an argument does the paper make in supporting its position?

The methods and techniques used by the media in "filtering" community demands to the decision-makers and in advocating policy positions on important issues are not always as obvious to the reader as simple editorials. Many devices are employed by the press and broadcast media to subtly bias their readers and audience for or against particular points of view on policy questions, or on candidates for public office who will ultimately determine policy. Thus, the media is in a unique position to exercise direct influence on the decision-making processes of government.

The lesson plan on "Subtle Bias in the Media" (pp. 50-57) is included here to illustrate some of these techniques used by newspapers in molding public opinion.

SUBTLE BIAS IN THE MEDIA[1]

Introduction

How do people make decisions on candidates and issues? How do the news media influence citizens to vote one way or another or to react to a given event in a desired manner?

These important questions must be addressed to enable people to discriminate between fact and fiction, not only with regard to the voting privilege, but actually in all facets of daily life. Polls show that people are generally uninformed as to the identity of the candidates in an election and the issues they espouse. Despite this, people do go to the polls and vote. By what guidelines do they pull the lever or mark the x next to the candidate's name? How do they decide to vote *yes* or *no* on an important bond issue, such as the establishment of gambling casinos in the state?

This section attempts to show the methods and techniques by which a newspaper can subtly influence its readers to vote for particular candidates or issues. It is important to differentiate *subtle bias* from *blatant bias*. Blatant bias is evident when a newspaper brazenly and openly displays its attitudes throughout the paper. Such bias is indicated when the paper provides numerous excellent articles on one candidate and little space, if any, for the opponent. The reader thereby knows immediately what position the paper takes. It must be noted that reference is to front page and general news coverage only, and not to editorial page comment where partisan support of this nature m·v be expected.

Subtle bias, as presented here, refers to the less-evident fact that, although both candidates receive equal coverage during the campaign, denoted by similar headline size and article space, the reader is being influenced by the newspaper in many unnoticed ways.

By applying the dimension of psychology to the reader's own reading habits and patterns, the newsprint media secure the effects of their subtle bias. The reader must become cognizant of this technique and influence.

In considering the entire subject of subtle bias in the media a teacher needs only a copy of a newspaper. It must be stressed upon the students that the lesson is intended to develop not cynicism, but rather more criticism in analyzing candidates and issues.

[1] Adapted from IPLE's *Voter Education* manual.

Presented below are the major techniques used by newspapers in applying subtle bias, namely, prime location, spacing, pictures, headlines, and interviews. The material in this section is based on the expertise of news reporters who were willing to open the legendary "pandora's box" in order to evaluate and scrutinize their decisions more carefully. The format of presentation is the teacher-student activity within a classroom structure.

Prime Location

The topic of "subtle bias" should be introduced with the emphasis that it is viewed from the perspective of the reading habits of the students.

The students are first asked what sections of the newspaper they normally read each day. (After choosing a few students, the rest of the class will volunteer to provide answers.) The list written on the blackboard will usually contain the following:

1. sports
2. front page
3. pages 2 and 3
4. editorial
5. comics
6. obituary
7. classified
8. social/fashion/women's
9. first page of each major section
10. financial
11. last page
12. entertainment/amusements

As the list is being compiled, it may be necessary to stimulate answers by questions:

1. How many read "Dear Abby," "Ann Landers," etc.? (This depends on which newspaper is used.) In which section is this found? (Students will respond with either social, women's, or fashion section, depending on the newspaper.)

2. How many look for part-time jobs, or parts for a motorcycle or car? In which section are these found?

3. If most people read the first page of the newspaper, what other pages would also be read? Why? (Student response will normally be that they read pages 2 and 3, since front page stories are usually continued on these two pages.)

It should be made clear (to the students) that the list on the blackboard holds true for most adults and students throughout the country.

The list contains sections which a newspaper could use to "subtly influence" the reader. Notice the way the sports section could be used – open the paper and see that it could either start on the left or the right side.

What happens if the sports section is started on the right side? They will notice portions of the page on the left side. Thus, the newspaper can place some headlines on the page to the left, with the name of the candidate they favor. If done with sufficient frequency, that candidate's name is so impressed upon the reader that even if there is no familiarity with him or his position on issues, eventually his name will be recognized by the reader when he is in the voting booth. The newspaper is not interested that the article is read, only that the name of the person is seen by the readers. This is technically called "setting up a frequency count."

Consider another example of subtle bias by the location in the question, "What is a koffee klatch?" The basic answer is that a koffee klatch is a group of neighbors who get together for coffee and cake and talk to a candidate about his views on various issues.

Student response to the question, "In what section of the paper would an article of this type be located?" might be social, women's, or fashion. One student could lend his/her name for the following headline:

The BOWLEYS HOST KOFFEE KLATCH FOR JOHN DARNEL, ASSEMBLY CANDIDATE

This type of headline in the social, women's, or fashion section accomplishes two things:

1. *Name frequency count*, as shown in the use of the sports page.
2. *Psychology of support.* By reading that people in their community are hosting events for a candidate, readers would assume that support is shown for the candidate at the grass roots level, rather than non-support. The explanation for this influential technique is that many people tend to "sit on the fence" waiting to find out which candidate has the better chance of winning. "After all, nobody likes to pick a loser."

Another technique in the prime location method is the use of subtle bias on the classified or obituary pages. If a box is drawn on the blackboard to represent a page of a newspaper, and the words "Classified Ads" are written on the inside top of the drawing, it could then be shown that a newspaper has the option of covering the whole page with classified ads or only three-fourths of the page.

By using the remainder for news articles with headlines, featuring the name of the candidate they advocate, the paper once again can set up the frequency count.

Although a newspaper may emphasize that its coverage for candidates will be equal, there are two sections of the paper in which a candidate can be "buried". First, since most people usually read the articles on pages one, two, and three, they often tire, psychologically, and will skip over pages four and five. Therefore, if the articles on the opponent are placed on those pages, it is possible that the reader will never see them. The second prime area for "burying" articles on a candidate is the two pages following the editorial section of the newspaper. In most cases, the editorials cover two pages of concentrated "heavy" reading, so again people become psychologically tired and tend to pass over the next two pages.

Spacing

Spacing constitutes another area where the reading habits and patterns of people are exploited. The following class demonstration reveals this. A student comes to the front of the room and sits facing the class. When handed a newspaper, the student is asked to open it to page five. As he does so, the class should notice where the student's hands are placed on the newspaper. (A person will always grasp the newspaper near the top.) Why are the hands placed on the paper in such a manner? The usual response is that "the newspaper will fold over if held further down," What part of the page is seen first when opening that paper? "The upper portion." A diagram is drawn on the blackboard of a newspaper opened to show the upper and outside corners as the prominent visual contact areas. If the name of the favored candidate is placed in these areas, he will gain more visible exposure than his opponent whose articles could be placed on the same pages with the probability of never being noticed if placed on the lower inside fold.

This again is subtle bias by strategic placing of articles on the same page. In doing this, a newspaper secures the desired impression without risking criticism of omission of news about opponent's activities.

Pictures

The strategic use of pictures constitutes another technique exploited by the newsprint media in effecting a subtle bias. This can be demonstrated by holding up a newspaper with a prominent picture on the front page. When questioned as to what catches their attention, the students reply that it is the picture.

Presented below are four basic ways to demonstrate how a picture can influence the reader for support or non-support of the candidate.

Type

With two students at the front of the classroom, one stands behind the desk, facing the class, and the other between some of the students. Accordingly, a photographer covering an event takes a variety of shots, thereby giving the newspaper an assortment from which to choose. A poll taken of the class as to how many of them would be more positively inclined toward the picture of the candidate behind the rostrum or desk, and how many toward the candidate standing in the audience talking with the people, would show overwhelming support for the picture taken of the candidate in the audience. Thus, *the type of picture used can create either a positive or negative image of the candidate.*

Angle

Assume that two students face one another in the classroom. If all the seated students are moved from one side and placed together on the other side, then an empty seat background is created for one of the students at the front of the room.

If an angle shot were taken of the one student with the empty chairs as background, the students would realize that the background shot with this candidate displays "not many people." Would this indicate support or non-support for the candidate? – "non-support." If, on the other hand, an angle shot were taken of the student with the background of the chairs filled, this would show "a lot of people." Would this indicate support or non-support for the candidate? – "support." Thus, by merely moving the camera to a different position in the room, it is possible to create the impression of support or non-support for the candidate. As emphasized previously, many people will vote for the candidate who they think has the support necessary to win.

It is an interesting fact that one of President Kennedy's campaign rules was that rooms used be too small to accommodate the anticipated audience. This was done for two reasons: (1) to avoid the problem of angle shots and (2) to create the impression of crowds and support.

As another demonstration of an angle shot, two students sit in the front of the class as if they were the candidates at a debate. The photographer (teacher) is positioned at an angle for the students to see. A diagram of the picture which the photographer supposedly had taken can be drawn on the blackboard. (Illustration should show name plates for the two candidates but only one candidate.) The illusion is thus created that one of the candidates did not show up for the debate. The class, when asked whether they would react negatively or positively to the candidate who supposedly had not appeared, would usually have a negative response. If an article accompanied the picture, how many would read the article? Most people do not.

Students must also be made aware of the fact that, with the use of special camera lenses, a similar angle shot could make one candidate appear much larger and more imposing than the other (psychologically stronger), or perhaps in better focus (therefore less "wishy-washy") than the other.

Addition to Negative Headlines

This technique is a third use of pictures in subtly biasing the reader. A picture is drawn on the blackboard depicting police officers dragging several people from a local bar that has a name the students would recognize. Asked whether they would react negatively or positively to the picture, the response would be "negatively." The following headline is placed on the board,

CANDIDATE FACES UNRULY CROWD

The class is then asked the following questions:

1. Does the headline convey a negative or positive feeling? – "negative."

2. Would it indicate support or non-support for the candidate? – "non-support."

3. What occurs when the picture is next to the headline? – "people tend to associate the picture with the headline."

The same effect can be achieved if the picture is placed over the headline or to either the left or right sides. The placement of a picture in this way is referred to as *juxtaposition*.

When asked how many times they have seen a picture in the newspaper with no articles, the typical student response is "many times." Such pictures without articles are used as "fillers" because of spacing needs and a lack of articles.

Direct Eye Movement

If the newspaper is held up once again, the students are asked where their eyes tend to move on the page. The picture that is used will determine the direction in which the eyes will move.

If a picture is located on three-fourths, or more, of either side of the page, it is possible to create a blind spot on the remaining one-fourth. Thus, a page could be set up in such a way that the picture would direct the reader toward a headline on the candidate whom the newspaper supports. On the other hand, an article on the other candidate might never be seen because it is in the blind spot.

Headlines

The use of headlines constitutes another major technique used by the newsprint media in effecting a subtle bias. It can be demonstrated in the following ways:

Articles

Ask the class approximately how many students could fit into the classroom. (Most classes can hold 30-40 students.) If there were sixty students in the class to hear a candidate, would the following be an accurate headline?

CANDIDATE SPEAKS BEFORE CROWDED AUDIENCE

Most students will think that the headline is misleading, but remind them that based on the conditions of the room, would it not be an accurate statement? Would it indicate support or non-support of the candidate? — "support."

In contrast, solicit a response from the students as to how many can be seated in the auditorium. Write a number on the blackboard which would be slightly less than half the seating capacity, e.g., for a seating capacity of 1,000 people, write the number 450. If 450 people were in the audience, would the following be an accurate headline?

CANDIDATE SPEAKS BEFORE SPARSELY FILLED AUDIENCE

The fact that there were 550 empty seats makes the headline true.

Another factor can be seen in the question of where the actual number of persons present can be found — "in the article itself." The following should then be written on the blackboard:

60

sixty

Which of these is easier to register in the mind as to numerical quantity? — "60."

Most newspaper articles are written in "pyramid form," with the essential facts contained in the opening paragraph and the balance of the story made up of details and background information. A diagram can be drawn on the blackboard illustrating this technique. Basic information included in the opening paragraph might indicate that candidate *(name)*, running for *(office)*, spoke before a group of students or adults at *(place)*. No mention is made concerning the fact that there were only sixty people present.

Questions to be asked of the students would include:

1. How many read every word of an article? (Most will admit to not doing so.)

2. How many quickly skim down the center of the article looking for words or phrases that attract their attention? (This is a basic reading habit of most people, and creates blind spots down the sides of the article.)

Therefore, it is important that the following items be taken into consideration:

1. the word instead of the numerals
2. the blind spots on the side
3. the lower quarter of the page.

If placed in any of the above areas, it is almost guaranteed that nobody will ever know there were only sixty people in attendance. Conversely, the 450 could be "buried" in the same way so that people do not realize the large size of the group addressed by the candidate.

Interview Articles

How an interview is reported is significant in its subtle effect upon the reader. This is the last major technique to be illustrated.

With the help of the class, a student names seven major issues that confront the area and lists them on the board in this manner:

1. mass transportation
2. unemployment
3. education
4. welfare costs
5. environment
6. housing
7. state budget

The student is asked to imagine being interviewed as a candidate in regard to these issues, covering both the facts and plans on how he would deal with them. Would it be necessary to have ten, fifteen, thirty, sixty minutes or more to fully explain all views? Usually, the indication is that one hour is needed.

Can a reporter put a one-hour interview into the newspaper? — "no." What then must the reporter do? — "condense."

The students are then told that during the interview the candidate did well on numbers 1, 2, 4, 6 and poorly on 3, 5, 7 (using the list below as an example only).

1. mass transportation (good)
2. unemployment (good)
3. education (poor)
4. welfare costs (good)
5. environment (poor)
6. housing (good)
7. state budget (poor)

As written by the reporter, 75 percent of the article would cover the information on which the candidate did poorly and only 25 percent of the areas done well would be included. Remember, the reporter had to decide what was most important to include in the condensation. Would the article create a positive or negative image for the candidate? — "negative."

Conclusion

These methods represent the *major* subtle ways in which a newspaper could influence its readers, if it were so inclined. Other techniques sometimes used are misquotes or anonymous sources for information about the candidate. Some newspapers use these techniques on rare occasions; others may make a regular practice of influencing the public through these methods rather than on the actual strength of the candidate or issue.

In reference to issues, all the techniques discussed above can be readily used by the teacher for the demonstration of both sides of an issue. The issue is used as the headline rather than the candidates.

Suggested Activities

1. The students can make a frequency count on political advertisements for the major contests to establish whether or not the newspaper has been providing prime space and location to one candidate as compared to the other. This could also be done with articles on the candidates or major issues.

2. When a major issue emerges, the class can develop a questionnaire on the issue, and interview members in the community on a random sampling basis to discover their attitudes and knowledge of the issue. (See *Part II: Community Research Techniques*). At the conclusion of the newspaper coverage of the issue, the students again interview the same people to see whether there has been a shift in attitude and knowledge on the subject. The students should evaluate their findings to determine whether the newspaper had any impact on the people's attitudes.

3. The students can set up an issue analysis center to analyze critically whether an issue is media-inspired, candidate-inspired, or a legitimate issue of major impact. (Refer to IPLE's *Voter Education* manual, which includes guidelines on establishing an Issue Analysis Center for the school.)

Note: Media-inspired does not necessarily have a negative implication. For example, if it were not for the *Washington Post*, the Watergate story might still be deeply hidden.

PRESSURE GROUPS

INTRODUCTION

The First Amendment to the U.S. Constitution guarantees the right of every citizen to petition the government. The act of lobbying or influencing governmental decision-making is practiced by professional lobbyists who represent clients with ongoing legislative concerns and by ad hoc citizen groups with specific interests.

Lobbying activities, whether by professionals or by ad hoc groups, have become so extensive that lobbyists as a group are sometimes referred to as the fourth branch of government or the third house of the legislature. Many political analysts and legislators believe that lobbyists perform an essential and significant informational role in the legislative process. On the other hand, some political commentators believe that the legislative process has been removed from elected representatives, and now rests with lobbyists. Concern for what these people feel is an inordinate amount of influence has resulted in more stringent regulations on lobbyists in the form of registration, financial disclosure and limitations on contributions to political campaigns, all of which will be discussed in this unit.

The *ad hoc* groups comprise constituencies which become aroused and organized in reaction to government policies. The usual sequence is: the legislative decision is made; the public evaluates the decision; the public seeks to change or block policies with a negative effect. Thus, implemented decisions foster new pressures for future decisions. Examples of this process include: groups formed in response to various legislative and court actions (e.g. abortion, capital punishment, gambling) and groups exerting pressure for and against new highway construction, low-cost housing and various taxation proposals.

The *ad hoc* citizen lobbying groups, like their professionally organized counterparts, are motivated by self-interest. Since few government decisions are irreversible or without need of refinement, the power of potential citizen groups becomes highly significant in influencing public policy at all government levels. The diagram on page 60 shows graphically the manner in which pressure groups work to mold public opinion and to influence legislative and executive decisions.

Activity: Identify potential pressure group constituencies which are apt to emerge within your community. What governmental action might cause these groups to become active?

A closer examination of the lobbyist and lobbying should help students understand and evaluate the function. Additionally, the presentation of techniques for student lobbying efforts should assist students in becoming more active community participants.

The following exercise is an effective means of introducing students to the concept of lobbying. It should suggest to them its importance and the necessary ingredients for successful lobbying. As a result of the exercise, students should become aware that lobbying involves much more than approaching people to persuade them to support or oppose an issue or bill.

Chart showing pressure group influences titled "How the Pressure Groups Work" from the Public Affairs Committee, Government under Pressure, Pamphlet No. 64 removed to conform with copyright laws.

An Introductory Exercise

Players: Student lobbyist
Legislator
Observer

Instructions:

1. Divide students into groups of three, with each student assigned one of the above roles. If you have 30 students, you will have ten groups.

   a. The legislator's role: to be neutral to hostile toward the bill that the lobbyist discusses.

   b. The lobbyist's role: to convince the legislator that he should support Bill A-1059 for example. Note to the teacher: Be sure to select a bill you believe would be an issue of interest to students, such as lowering the eligible age for state legislature to 18 years old.

   c. The observer's role: to carefully record in writing the techniques and interplay between the lobbyist and legislator.

2. Give each lobbyist and legislator about three minutes to write down arguments supporting their respective positions. The lobbyist, for example, should list some arguments on behalf of his position, while the legislator should list questions that he would want answered by the lobbyist.

3. Allow the students approximately five minutes to go through interplay. However, intuition is the best clock in determining the amount of time for the first session. (Make sure that students stand to conduct the role-play.)

4. Have the lobbyist and legislator reverse roles after the first session. Once again the observer should write his observations.

5. When this session is completed, have the whole group come together. Select some of the observers to critique their sessions.

6. In the discussion you will establish the following points:

   a. introductory technique
   b. factual information vs. emotional arguments
   c. research of legislator's background
   d. determination of other groups supporting the legislation
   e. recognition of key points in legislative process when lobbying is essential if there is to be an effect on legislation.

Through the use of this introductory exercise, students should have a good foundation for pursuing the next section, Lobbyists and their Function. The Xerox booklet, *The Lobbyist: Their Role and Power in the U.S. Life* presents some interesting case studies for discussion.

LOBBYISTS AND THEIR FUNCTION

WHO ARE LOBBYISTS?

Persons conducting activities aimed at influencing public officials and especially members of a legislative body with regard to legislation and other policy decisions are called lobbyists. The term "lobbying" actually describes the process of standing in the lobby of the legislative chambers waiting to speak with legislators about a particular piece of legislation.

It is important to note that lobbying is much more than standing in the hallways of the legislative chambers. Lobbying can be done over the phone, with letters or with telegrams. Often, all of these methods are used.

Unfortunately, many people feel removed from governmental decision-making and think of lobbying as a difficult task. In actual fact, any citizen can lobby and, given training, many more citizens are doing so!

Lobbyists are generally persons representing a company, an industry or various interest groups such as the League of Women Voters, American Civil Liberties Union, Chamber of Commerce, Retail Merchants Association, labor unions or a state professional association. Many lobbyists are paid professionals while others are volunteers representing citizen-consumer or environmental groups. In this latter category, there are many citizens coming together through tax coalitions, land use committees and health and welfare councils to force local and county government to face important issues. These activist groups are effectively lobbying for their views.

Recently, young people have joined other lobbyists at the state capitol and in Washington, D.C. The following examples specifically show that young people can be effective lobbyists.

A bill to lower the voting age to 18 years of age was originally introduced in 1947, but it was never acted upon by the New Jersey legislature. In 1969 the legislative climate of opinion had changed as young people lobbied on their own behalf vigorously and effectively. The bill passed the Senate 30-0 and the Assembly 57-3.

Other young people began lobbying for a reduction in college tuitions, an end to the Viet Nam War and ecology related legislation. In 1972 young people lobbied for and won full legal rights at age 18 in New Jersey. In addition to legislative support, the young lobbyists won the support of the Governor who signed the bill into law in January, 1973.

WHAT ARE EFFECTIVE LOBBYING TECHNIQUES?

The following techniques have been successful at all levels of government. Students might examine them in relation to achieving a lower age (e.g., 18 years old) to be a candidate for the state legislature.

Preparing to lobby

Certain preparatory steps are necessary prior to meeting legislators.

1. Develop a list of state senators and assemblymen with addresses and phone numbers and any helpful information on their position on the issue.

2. Research the issue: in this case, reduction of the eligibility age to 18 years for state legislature.

   a. Identify the major reasons in support of the issue.
   b. Identify the possible negative factors.
   c. Verify all facts using such sources as:
      (1) Library of Congress
      (2) State Library
      (3) Existing state statutes and legislative index
      (4) *Readers Guide to Periodical Literature* for magazine and newspaper articles
      (5) Organizations or groups knowledgeable on youth

3. Prepare an objective fact sheet of key supporting points as well as opposing arguments.

4. Widen the base of support for your position by getting others involved.

   Write letters to high schools, colleges and organizations to ask support. Contact such organizations as the State Education Association, AFL-CIO, and the League of Women Voters. To build additional support, write to your Congressmen and United States Senators, your City Councilmen and Mayor, and your county representatives. Seek the support of local church and civic groups. Those who respond favorably to the letters should be sent additional information. Request supporters to join actively in the lobby effort by writing and calling local legislators. (If necessary, send them a list of local legislators.) Meet with others who are interested in the issue and lobby at the State Capitol.

5. Study the techniques of lobbying via phone and personal interview, and role play to perfect these techniques and to develop confidence in contacting legislators. See page 76 for role playing exercise.

Meeting with legislators

Arrange to meet with each Assemblyman and Senator. Since legislators in many states are part-time legislators with part-time staffs, call first to make a specific appointment. Everyone's time is valuable, so make the best use of your visit.

During the first informational meeting allow this basic pattern:

1. Explain to the legislator why you are interested in 18-year olds being permitted to run for the legislature.

2. Ask the legislator how he feels about the issue and whether or not he would vote for it.

3. If legislation has not been introduced, ask the legislator to introduce such a bill.

4. Be courteous and factual, and do not argue. If the legislator is negative to your point of view, do not feel angered or discouraged. Remember there are a great many legislators and the opinion and vote of one will probably not determine the outcome. In fact, your positive attitude and friendly factual persuasion may eventually result in the legislator's change in view.

Writing to legislators

Send a letter to all of the legislators. Tell them:

1. You are interested in lowering the eligible age for the legislature to 18.
2. You are starting a lobbying campaign for the bill.
3. You would like to know how the legislator feels about the bill and if he/she would vote for it.

You have done well if you receive a 20 percent response. These letters are not to be interpreted as an indication of how the entire legislature feels, since favorable responses are more frequently sent. From the responses develop a list of legislators favoring, opposing or undecided about the issue. This list should be kept up-to-date. Without such a list your lobbying effort will be inefficient and less productive.

Lobbying in the legislature

Always dress neatly and in a professional manner when lobbying at the state capitol. Dress may not be important to many young people, but it may be to several legislators. Your appearance could affect their votes.

Organize your lobbying to cover the Assembly Chambers and/or the Senate Chambers depending on the number of people prepared to lobby. Be sure to have the fact sheet of objective information to give to the legislators as you speak with them. Explain the information clearly and concisely.

Legislators are busy and sometimes it is difficult to see one but be persistent without being pushy. Always address them. Assemblyman, Assemblywoman or Senator. If you have not studied photos of the legislators in the Legislative Index, you can identify each legislator by watching him or her take his or her assigned seat in the chambers. You may go on the floor of the Assembly or the Senate to talk with a legislator if the session is not in progress.

When speaking to a legislator about a bill, use the same approach you used when meeting with the first legislator in your district. If his position has not been published, inquire about whether or not he supports the bill. If the legislator is opposed, don't argue, but discuss the merits of the bill. If the legislator supports the bill, ask what you can do to help get the bill passed, and ask him whom he thinks you should speak with about the bill. Record any ideas; if he doesn't have an idea and you do, explain it to him and see if he would be willing to help implement it.

It is important ot remember the steps through which a bill moves through each house and the significant points at which the lobbying effort must be the greatest to ensure success:

1. Introduction of the bill
Through lobbying, the content of the bill can be affected so that the bill will contain all important aspects in the first draft. This procedure minimizes the need to lobby at a later date for additions or amendments to the bill. Lobbying may also result in having the bill placed more quickly on the calendar for first reading.

2. Assignment of the bill to Committees
Lobbying can result in a bill's assignment more expeditiously to the appropriate committee. (e.g. In the case of reducing the eligibility age for legislators to 18, the bill would go to the Judiciary Committee.)

3. Public Hearing on the bill
Lobbying efforts should be extensive at this phase so that the public hearing is held promptly, that all pertinent and persuasive arguments are aired and that the committee releases the bill for second reading. (Bills die in committee if there is no sustained interest.)

4. Second reading of the bill
This is a crucial time and the lobbying effort should be great to avoid unacceptable amendments to the bill or a situation where there would be insufficient votes for passage.

5. Third reading
Lobbying would be particularly important to expedite the third reading, especially if the bill lacks the support of the Speaker of the Assembly or the President of the Senate, leaders in their respective houses responsible for placing the bill on the calendar for third reading. With the third reading, the final vote on the bill occurs; a sustained lobbying effort can bring successful passage. You will know the outcome even before the formal vote if you have kept an accurate up-to-date list of legislators for and against the bill. You must double check this list. (This process, and of course the lobbying effort, is repeated in the other house of the legislature.)

The more sessions of the legislature you attend, the better chance your bill will have of passage. By attending only a few sessions, you cannot expect to have an impact on legislators. For instance, since the New Jersey legislature meets twice a week, someone should be lobbying at least once a week.

While the lobbying in the capitol is going on, letters or telegrams from supporting organizations and telephone calls from local residents should be "pouring" in. If the legislator feels there is great support behind your lobbying effort, he will probably equate support with constituent votes and consequently believe it will be in his best interest to support the bill.

Summary of Lobbying Procedures

1. Follow the requirements of federal and state law for registration and disclosure. See pp. 67-71 for specifics.
2. Prepare legislation for introduction and select prominent legislators to sponsor the legislation.
   – the more influential sponsors of the bill, the more likelihood the passage.
3. Prepare a fact sheet in support of the legislation stating pertinent facts and figures.
   – insure the accuracy of your material since your credibility as a lobbyist is essential.
   – locate groups that could support your bill and if the support is obtained, indicate such support on the fact sheet.

4. Research opposing points of view and identify opposition groups. It will be necessary to counter their arguments.

5. Distribute your fact sheet and seek support from key committee members in both Houses including committee chairman and ranking members. Continue building support toward your goal of a majority of the committee and eventually of each House. Research the background and voting record of the legislators you seek to influence.

6. Learn *Robert's Rules of Order.* The knowledge and use of parliamentary procedure in "moving" your bill along toward passage can be crucial.

7. Seek support from committee staff personnel and develop positive working relations with them.

8. Seek executive branch support for your bill.

9. Know the steps through which a bill passes and be prepared to use every opportunity to expedite the passage.

   – try to influence the assignment of the bill towards a committee which would be supportive.

   – schedule an appearance before the committee.

   – prepare testimony and testify during committee hearings.

10. Contact groups which would most likely support the bill and inform them of the bill. Provide them with the fact sheets and request activation of a rigorous "grass roots" letter writing campaign to legislators.

11. Establish positive relations with the press providing reporters with information on the bill and continuous up-dates as support grows for the bill. Supportive press may influence some legislators.

12. Keep close contact with supporters throughout the legislative process and be attuned to any "break" in support. Persistence is essential in keeping a bill moving. Concentrate your efforts on supporters and the "undecided". Do not waste time on those adamantly opposed.

Remember, in the words of one successful Washington lobbyist: "Strategy and creative drudgery makes the difference."

HOW ARE LOBBYISTS REGULATED?

Students have learned about the "3rd House" role of the lobbyist, the techniques of lobbying, and the tremendous influence that lobbyists (particularly the paid professional lobbyist) have on the decision-making process at every level of government. Since the concept that influence upon and access to decision makers is power, it is easily understood why there have been increasing efforts to regulate lobbyists. This effort has had minimal success at the federal level, but states across the country are adopting rigorous registration and disclosure requirements for lobbyists either through action of the state legislature as in New Jersey, or through direct initiative action of the electorate as in California.

New Jersey

The New Jersey legislature passed the Legislative Activities Disclosure Act of 1971 defining "legislative agents" (lobbyists) and requiring such persons to file a "notice of representation." Sections within the legislation specify who is required to register, what information must be provided, and what facts must be reported each quarter.

The act states: "It is the purpose of this act to require adequate disclosure to the Legislature and to the public information relative to the activities of persons who seek to influence the content, introduction, passage and defeat of legislation by such means." (52:13c-18)

Legislative Agents:

The following persons shall be deemed legislative agents and subject to the registration and reporting requirements of the Act:

a. Any person who receives or agrees to receive, directly or indirectly, compensation, in money or anything of value to influence legislation by communicating personally or through any intermediary.

b. Any person who receives or agrees to receive, directly, or indirectly, expenses which exceed $100.00 in any three-month period to influence legislation by communicating personally or through any intermediary.

c. Any person who holds himself out as engaging in the business of influencing legislation unless his activities in engaging in influencing legislation are isolated, exceptional or infrequent as hereinafter provided:

1) Such person's activities in engaging in influencing legislation shall be considered "infrequent" if they constitute less than 20 hours or less than 1% of the time he spends working at his employment, whichever is the lesser, during any calendar year.

2) Any such person's activities in engaging in influencing legislation shall be considered "exceptional" if such activities are not contemplated by his employment and are limited to less than three items of legislation in any two-year Legislative term.

3) Any such person's activities in engaging in influencing legislation shall be considered "isolated" if they are limited to one appearance before the Legislature or the Governor and his staff or to one item of legislation during any two-year Legislative term.

Registration Procedures:

Legislative Agents must file with the Attorney General a signed notice of representation, the form for which is now available from the Attorney General's office. The notice of representation must be filed prior to any communication to the Legislature or to the Governor or his staff, and in any event within 30 days of employment, retainer or engagement as a legislative agent.

The notice of representation will contain the following information:

1. The legislative agent's name, business address and regular occupation;

2. The name, business address and occupation of the person from whom the agent receives compensation for his activities as a legislative agent;

3. The name, business address and occupation of any person in whose interest the agent acts as a legislative agent in consideration of the above compensation, if such person is other than the one from whom the agent receives said compensation;

4. Whether the person from whom the agent receives said compensation employs him solely as a legislative agent, or whether he is a regular employee performing services for his employer which include but are not limited to the influencing of legislation;

5. The length of time for which the agent will be receiving compensation for acting as a legislative agent, if this length of time can be ascertained at the time of filing;

6. The type of legislation or the particular legislation in relation to which he is to act as legislative agent in consideration of said compensation, and any particular legislation or type of legislation which he is to promote or oppose;

7. A full, detailed description of any arrangement or understanding by which part or all of the agent's compensation will be contingent upon the success of any attempt to influence legislation.

Quarterly Reports:

Each legislative agent must file with the Attorney General a signed quarterly report of his activity in attempting to influence legislation each quarter. Each quarterly report must be filed between the first and tenth days of each calendar quarter for activity during the preceding quarter. The Attorney General has issued forms for quarterly reports, which are available at his office.

Each quarterly report must describe the particular items of legislation and general category or type of legislation regarding which the agent acted as legislative agent during the quarter, and any particular items or general types of legislation regarding which he actively promoted or opposed during the quarter, in addition to the names of the legislators and members of the Governor's staff contacted with regard to each such item. Each quarterly report must also supply any information necessary to make the notice of representation which the agent has filed with the Attorney General current and accurate as of the final day of the calendar quarter covered by the report.

Reports and statements required by the Act become part of the public record, are available for public inspection, and must be preserved for 5 years by the Attorney General.

Legislative agents are required to wear an official name tag while lobbying in the State House. A facsimile is shown below.

LEGISLATIVE
AGENT

NAME ______________________________

____

For use only in State House – Trenton, N.J.

____

Registration No. ____________ Date ____________

Role of the State Attorney General & Penalties:

In New Jersey, the Attorney General is responsible for enforcement. He may conduct an investigation to determine whether or not a person has violated any provisions of the Disclosure Act. He may apply to the Superior Court for an order requiring people to make records available for inspection and to submit to examination under oath. Those convicted of violations under the Act are guilty of a misdemeanor.

While the 1971 Act did not require financial disclosure, the State Election Law Enforcement Commission in September 1974 adopted regulations requiring lobbyists to disclose how much they are paid and how much they spend to influence governmental decisions. As of December 1974, these regulations cannot be enforced because the State Chamber of Commerce went to Court and obtained a restraining order against the Commission. There can be no enforcement while the Order is in effect and the case pending in Superior Court.

California

The electorate of California was not satisfied with the legislature's efforts to place lobbying activities in full public view. Consequently, stringent regulations on lobbying were proposed as part of Chapter 6 within Proposition 9. The Political Reform Initiative submitted to the voters at the Primary Election on June 4, 1974. In the wake of Watergate and public concern for the source and use of money to elect and, subsequently, influence decision makers, the Initiative received overwhelming support and is now in effect. While New Jersey legislation required registration and reporting of lobbyist activities, California legislation also set up a Fair Political Practices Commission, elaborate financial disclosure, and more severe penalties for violations.

Lobbyists must register with the Secretary of State before "doing anything to influence legislative or administrative action." Section 86101 spells out in detail the information requested:

> 86101. Each lobbyist shall register by filing with the Secretary of State a recent 3-inch by 4-inch black-and-white photograph of himself, a written authorization to act as a lobbyist from each person by whom he is employed or with whom he contracts, and a statement containing:
>
> (a) His full name, business address, and telephone number;
>
> (b) The name and business address of each person by whom he is employed or with whom he contracts for lobbying purposes, and the term of his employment or contract if known;
>
> (c) A listing of each state agency whose administrative actions he will attempt to influence as a substantial or regular portion of his activities as a lobbyist; and
>
> (d) Any other information required by the Commission consistent with the purposes and provisions of this chapter.

A most significant difference between the New Jersey and California law is that of financial disclosure. California lobbyists must establish special accounts to handle lobbying funds and fully report all monetary transactions. See section 86105 – 86106.

Financial Disclosure:

86106. (a) Except as provided in subsection (b) of this section, no person shall pay any expense incurred by a lobbyist in connection with his activities as a lobbyist unless such payment is made directly from the lobbyist's account. Any lobbyist who makes a gift to an elected state official, a legislative official or an agency official is deemed to be acting in connection with his activities as a lobbyist.

(b) The Commission shall promulgate regulations permitting the use of cash which has been withdrawn from a lobbyist's account to defray petty cash items.

Note particularly in the above section that when a lobbyist makes a gift to an elected state official, administrator or legislative official, he is acting in his capacity as a lobbyist and such gifts must be reported.

Every lobbyist must file detailed periodic reports fully disclosing names, addresses, sources of receipts and expenditures, cash balance, names and positions of those lobbied, and "a specific description of legislative or administrative action which the lobbyist has influenced." See details of sec. 86107.

86107. Every lobbyist shall file periodic reports containing:

(a) The monetary value of all payments, including but not limited to salary, fees, and reimbursement of expenses, received in consideration for or directly or indirectly in support of or in connection with influencing legislative or administrative action, and the full name and address of each person from whom amounts or things of value have been received and the total monetary value received from each person:

(b) With respect to each account controlled by the lobbyist at any time during the period covered by the report:

(1) The name of the account;

(2) The amount deposited in the account during the period;

(3) The full name and address of each person who is the source of any amounts deposited into the account, together with the amount attributable to each source;

(4) The date and amount of each disbursement from the account during the period, together with the full name and address of the payee, a specific description of the consideration, if any, for which the disbursement was made and the full name and address or official position of the beneficiary if the beneficiary is other than the payee or the lobbyist. In the case of disbursement for gifts of food and beverages the full name of the person and the official position, if any, who received the food and beverages, and the amount paid for each person shall be stated. In the case of any disbursement which covers more than one item, all information shall be shown that would be required if a separate disbursement had been made for each item. The Commission may by regulation provide for the reporting of overhead expenditures without detailed itemization; and

(5) The cash balance of the account at the beginning and end of the period covered by the report;

(c) With respect to any expenses in furtherance of his activities as a lobbyist which, pursuant to Section 86106 (b), are not made directly from an account, such information as regulations of the Commission shall require;

(d) The name and official position of each elective state official, legislative official and agency official, the name of each state candidate, and the name of each member of the immediate family of any such official or candidate with whom the lobbyist has engaged in an exchange of money, goods, services or anything of value and the nature and date of each such exchange and the monetary values exchanged;

(e) The name and address of any business entity in which the lobbyist knows or has reason to know that an elective state official, legislative official, agency official or state candidate is a proprietor, partner, director, officer or manager or has more than a fifty percent ownership interest, with whom the lobbyist has engaged in an exchange of money, goods, services or anything of value and the nature and date of each exchange and the monetary value exchanged, if the total value of such exchanges is five hundred dollars ($500) or more in a calendar year;

(f) A specific description of legislative or administrative action which the lobbyist has influenced or attempted to influence, and the agencies involved, if any;

(g) Any other information required by the Commission consistent with the purposes and provisions of this chapter.

The California lobbyist is forbidden from making political contributions in support of state candidates or giving gifts to one person aggregating more than $10.00 in a calendar month. According to sec. 86205:

86205. No lobbyist shall:

(a) Do anything with the purpose of placing any elected state officer, legislative official, agency official, or state candidate under personal obligation to him or to his employer;

(b) Deceive or attempt to deceive any elected state officer, legislative official, agency official, or state candidate with regard to any material fact pertinent to any pending or proposed legislative or administrative action;

(c) Cause or influence the introduction of any bill or amendment thereto for the purpose of thereafter being employed to secure its passage or defeat;

(d) Attempt to create a fictitious appearance of public favor or disfavor of any proposed legislative or administrative action or, to cause any communication to be sent to any elected state officer, legislative official, agency official, or state candidate in the name of any fictitious person or in the name of any real person, except with the consent of such real person;

(e) Represent falsely either directly or indirectly, that he can control the official action of any elected state officer, legislative official, or agency official;

(f) Accept or agree to accept any payment in any way contingent upon the defeat, enactment or outcome of any proposed legislative or administrative action.

The State Attorney General is responsible for enforcing the criminal provisions of the Act while the Fair Campaign Practices Commission is responsible for civil penalties.

Those who "knowingly or willingly" violate the law and are convicted are guilty of a misdemeanor. A fine up to $10,000 is possible. A lobbyist could be prohibited from serving in that capacity for a period of four years.

Students should examine the laws regulating lobbyists in various states, learn the major provisions and note any apparent "loopholes." A study of the enforcement practices could prove most interesting. Research could be done on such questions as:

- How effective is the registration, reporting, and disclosure process?
- How aggressive is enforcement and why?
- What specific effect have the regulations had on the amount and quality of legislative activity and on political campaign expenditures?
- What has been the public attitude and interest in the passage of the law and subsequent enforcement practices?

SUGGESTED ACTIVITIES

A number of activities can assist students in understanding the role and importance of lobbying in the decision-making process. Some recommendations are listed for your consideration.

1. Invite a representative of an interest group such as the AFL-CIO, to address the class on interest groups and the manner by which they select a professional lobbyist to represent their concerns.

Suggested questions for class to ask speaker:

A. By what process does your organization decide which lobbyist will represent it?

B. By what method does your organization decide which bills it will support or oppose?

C. How much freedom does your organization allow the lobbyist who represents it, concerning strategies for lobbying for or against a bill?

2. Invite a paid professional lobbyist to address the class concerning his or her personal experiences in the profession. (Students will identify the category in which the lobbyist may be classified.)

Suggested questions for class to ask the lobbyist:

A. How do you determine if you will accept an offer to lobby for an organization?

B. Have you ever been asked to represent two opposing interests for the same bill? How did you react?

C. What, in your opinion, are the most important elements of successful lobbying?

D. Has the lobbyist usurped the democratic process? And is legislation now being made by lobbyists rather than by elected representatives?

3. Invite a legislator to address the class concerning his or her experience with lobbyists.

Suggested questions for class to ask the legislator:

A. What do you consider the most important role of lobbyists?

B. What lobbyists most frequently contact you and what effect do they have? Give specific examples.

C. Has the lobbyist usurped the democratic process? And is legislation now being made by lobbyists rather than by elected representatives?

D. What is your opinion of the adequacy of the present controls on lobbyists? What recommendations would you make?

4. Have students complete "Lobbying Worksheet." See page 75.

5. Have students do a role playing exercise. See page 76.

6. Have students play one or more of the following simulation games:

A. Lobbying (see p. 217): The game uses role-playing situations involving professional lobbyists and elected legislators in Washington. It helps students develop practical lobbying techniques.

B. Blancaville (see p. 237): This game fosters an understanding of inter-governmental relations, and demonstrates the process by which ad hoc pressure groups organize in response to governmental policy decisions (in this instance, a low-cost housing project in a suburban community).

C. Collective Bargaining (see p. 253): This role-playing exercise involves labor-management contract negotiations and gives students useful additional experience in the methods and problems of lobbying, reconciliation and decision-making.

7. Select students according to their interests to work in pairs to research an actual interest group and lobbyist activity as related to a specific bill. Procedure for fulfillment of project should include the following:

A. Choose a specific bill (available in Legislative Index).

B. Research what organizations would have the most interest in seeing this bill either passed or defeated.

C. Research which organizations either lobby for or against the bill.

D. Identify the organizations who employ lobbyists.

E. Identify the individuals which these lobbyists contacted and in what manner they did it.

F. Identify legislators who voted for or against the bill, especially noting the votes of those legislators previously contacted by the lobbyists.

G. Research what Senate and Assembly committees the bill went through and how lobbyists approached committee members and chairman.

H. Determine the reaction of the committee chairman and members to the lobbyist activities.

I. Note what steps were taken by lobbyists, other than direct personal contact with State Assemblymen and State Senators, to influence the final decision on the bill.

8. Have students select a community issue such as a change in curfew hours, expanded recreational activities, or additional bike paths and lobby for legislation.

9. Have students compare and contrast existing legislation regulating lobbyist activities within several states. If students live in a state where there are inadequate or no regulations, students might develop legislation and seek legislative support for it through a concerted student lobbying effect. To obtain information, contact the Secretary of State and/or the State Attorney General.

10. Have students set up a legislative training center.
Note: While many benefits can be gained if this office is at the state capitol, a good learning experience can occur with the office located in the school itself. Materials such as the legislative index, legislative journals and bills should be gathered. Training on "how to lobby" can be conducted at the office. For details on the objectives and methods of establishing a center see *The Student Legislative Training Center*, pp. 79-80).

LOBBYING WORKSHEET

1. Who are lobbyists? ______________________________

2. For whom do they work? ______________________________

3. Must lobbyists report their activities? ______________________________

4. What are the different types of lobbyists? ______________________________

5. Give an example of a bill which might be represented by each type of lobbyist. ______________________________

6. Whom do lobbyists attempt to influence? ______________________________

7. What are special interest groups? What is the difference between special interest and pressure groups? ______________________________

8. Give two examples of organizations employing paid professional lobbyists. ______________________________

9. Cite an example of a lobbyist activity affecting a major political decision in your state. ______________________________

10. What is the Federal Regulation of Lobbying Act of 1946, and why is it significant? ______________________________

TELEPHONE LOBBYING

A Role Playing Exercise

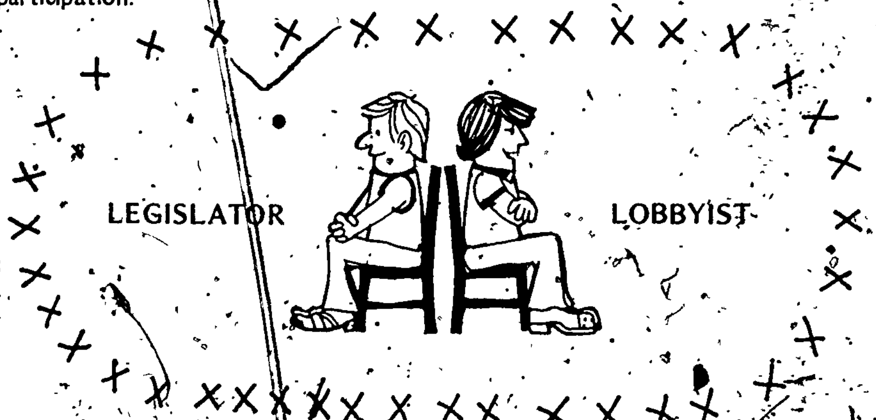
To gain true insight into lobbying techniques and to prepare for lobbying, students can use the following training device.[1]

In conducting this exercise, the instructor should:

1. Define the role of each player.
2. Give each player five minutes to prepare.
3. Keep the action moving.
4. Provide sufficient time for discussion so that students can evaluate themselves.
5. Impress on students the rules for dealing effectively with legislators.
   a. Be calm and poised.
   b. Be polite.
   c. Be factual.

Players: Student lobbyist
Legislator (should play role as neutral or opposing the bill, but most importantly the legislator must keep asking questions.)
Alter ego for lobbyist
Alter ego for legislator
Observer (may be selected student or entire class.)

Setting: Have student lobbyist and legislator sit back-to-back with other students in a circle observing the exercise of the lobbyist telephoning the legislator to seek his support on a bill. This "fish bowl" technique will permit the class better visibility and should enhance the atmosphere of participation.



[1] The exercises may be audio and/or video-taped to assist student evaluation.

ACT I

Lobbyist: Makes introductory comments. Observers should take notes on whether or not lobbyist properly introduces himself, explains his position factually and adequately, acknowledges the legislator's status.

"Hello, Assemblyman Jones? I am Miss Janice Martin from your district. I'm working with Citizens for Equitable Educational Funding and support the Bill #402 to provide more money to local school districts. May I have your views?"

Legislator: "I appreciate your calling and sharing your views. I have concerns on the total cost of the bill to taxpayers and haven't made up my mind. How many members are in your group, and what facts do you have in support of your position."

Dialogue should be allowed to continue while lobbyist provides information and legislator keeps asking questions. Instructor should now stop action and briefly review what has taken place. Then he should introduce an alter ego for the lobbyist and for the legislator. He instructs each alter ego to sit next to his assigned player and by listening very carefully to what the other character is saying, offer arguments for his "character" to use.

ACT II

Lobbyist: "Since we agree that adequate and equitable school funding is certainly necessary, Assemblyman Jones, what recommendations would you make as to whom I should contact to gain support for the bill?"

Alter Ego for Legislator: (Whispers). "The speaker of the Assembly and the Chairman of the Education Committee should certainly be contacted."

Legislator repeats: "The speaker of the Assembly . . ."

Allow the four players to continue the drama for three or four minutes. Then have lobbyist and legislator exchange places and run through the scene again. It is important for students to reverse roles to learn each viewpoint. With each "replaying," confidence is built.

Discussion: Have observers report. They should give information on:

How confident was each player?

What were the key arguments of each player?

What other points might have been given?

The role of the observers is essential. It is through their comments and evaluations that the following major techniques can be brought out for elaboration by the teacher:

1) Proper identification and introduction by the lobbyist.

2) Presentation of facts rather than emotional arguments.

3) Recognition of the legislator's background and voting record.

After the discussion, it may be useful to select a new pair of players to do the scene incorporating all the techniques and recommendations which were generated.

THE STUDENT LEGISLATIVE TRAINING CENTER

An Activity

Objectives:

1. To instill in the students a better understanding of state government and its agencies.

2. To give the students a sense of responsibility, and train them to become effective citizens.

3. To enable the students to learn "how a bill becomes a law" through active participation in the passage of the bill.

4. To emphasize the immense power that the lobbyist wields.

5. To build self-confidence in the students through dealing with people.

6. To sharpen the students' abilities in research and speaking skills.

7. To provide the students with a better insight into politics and law.

The Learning Process:

In order to teach legislative lobbying, the teacher will use discussions and readings such as current newspaper articles and books to convey to the students the role of the lobbyist and the different types of lobbyists. For example, some lobbyists are affiliated with and paid by a group or industry. They are called professional lobbyists. Others are concerned citizens who have a personal interest in a piece of legislation and lobby effectively without remuneration.

The teacher will stress the power that the lobbyist wields and will attempt to dispel erroneous preconceived notions that the students might have concerning lobbyists and lobbying. Emphasis should be placed on teaching students that they have the ability and responsibility to become effective citizens and lobbyists themselves. Students will learn that legislators do listen to the students, appreciate sincere student commitment, and are aware that students are part of the electorate.

As a by-product of the discussions, the teacher will act as a catalyst in developing the students' priorities. Once they have developed specific interests, the students will then conduct research into present legislation relating to their personal concerns. In some instances, where no available legislation pertains to their concern, the teacher will direct the students toward organizations, legislators, and people with the ability to assist the students in drafting new legislation.

At this point, arrangements can be made to have guest speakers come to address the class. For example, a professional lobbyist may discuss the diverse types of legislation he has had to influence on behalf of his clients. In addition, a legislator may present his points of view on the advantages and disadvantages of lobbyists' activities.

Field Work:

Field work is essential to the students' understanding of lobbying. To prepare for field activity the students must develop a fact sheet on their bill. This will consist of information that the legislator may or may not know and thus will establish expertise on their legislation. Students must also have basic information on the legislators themselves, their voting record, public statements and personal bias.

To be successful in discussing legislation with decision makers, students must develop confidence in themselves as effective communicators. ~~Generally the~~ students will find it easier to talk to legislators from their own district. At first, students will probably meet legislative aides, and as confidence increases they will meet with sponsors and key legislators. The teacher will stress the necessity of appropriate dress, adherence to protocol, use of the legislative index, and prepared fact sheets.

Training Center Office:

The materials needed for teaching legislative lobbying are numerous. The teacher must have books, indexes, legislative manuals, information on other interest groups, etc. The Student Legislative Training Center office provides a place to keep these files, and a base from which to work. The address of the office in New Jersey is 222 West State Street, Room 104, Trenton.

By using the facilities of the center and acquiring the necessary skills to lobby effectively, students will have a rewarding educational experience and will return to their schools to share a heightened political consciousness.

POLITICAL AND GOVERNMENTAL INFLUENCE

Since political parties need to achieve a wide base of support, they avoid a too close affiliation with particular legislative issues. Consequently, the influence which parties exert on the decision-making process is much less pronounced than that of the more "issue-and-cause-oriented" pressure groups. To an Assemblyman, the most important consideration in decision-making is the views expressed by his own constituents since they will decide the legislator's fate in the next election. Thus letters, telegrams, phone calls, letters to the editor, and activities of citizen groups within the local district have much greater impact than any political party label or affiliation. An excellent example of this situation existed in the 1974 New Jersey Legislature. Faced with a large state budget deficit and a court order to refinance state education, Governor Brendan Byrne, a Democrat, was unable to have his income tax package passed by the Legislature, even though it contained better than a 3-to-1 ratio of Democrats to Republicans. The key factor was the strong opposition to any new taxes which many of the Democratic legislators found among their own constituents.

Activity: Conduct a survey to assess the role of political parties in your community in affecting attitudes of citizens on state-wide, county, or local issues. Discuss the results in class.

Who Can Run for Office?

It must not be concluded, however, that party influence on the legislative process is not important. Party impact is strongly felt in the nomination of, and support for, candidates for public office. To become a decision-maker in the legislature, one must first be elected to that position, and it is extremely difficult to do so without organized party support and funding. The number of elected officials who have been able to run successful campaigns as independent candidates is relatively few. (It must be noted here that the role parties play in local and county elections varies from state to state. For example, in California candidates for local and county offices run as non-partisans — i.e. with no designated party affiliation.)

Contrary to the belief of many Americans, there is no such thing as a national Republican or Democratic party controlling political affairs down the line to states, counties, and municipalities. In reality, the power flows in the opposite direction. American party structure is characterized by decentralization of power. Both the Republican and Democratic parties have always been only loose groupings of state and local organizations. A party's National Committee is normally a skeleton force which expands to a staff of approximately three hundred only during an election year. The state Republican and Democratic parties — one hundred in all, two from each state — are independent structures of a more permanent, on-going nature. While they need the national party organization for certain funding support, and even though national candidates sometimes bring in local candidates on their "coattails" in an election, the state parties often defy the National leadership over party candidates or platform positions and go in whatever directions they choose.

The national government has comparatively little direct control over party organization. Although our federal system of national and state governments has caused parallel party organizations, the U.S. Constitution does not mention political parties, and Congress is only now beginning consideration of such reform issues as campaign spending and fair practices, as a result of the Watergate-related scandals. The constitutions and the statutes of the fifty states, however, contain detailed regulations on the organization, duties, and functions of parties. These are usually written by legislators and signed into law by governors who are committed to the continuation of the existing structures and the discouragement of third or independent parties.

How are the hundred state parties and thousands of local parties organized? What duties and responsibilities do they have? Who are the people who do the work?

Each state has a state committee; county, town, or city committees; and district, precinct, or ward committees.

PARTY ORGANIZATION

National committee

Congressional and Senatorial committees

Regional committees

State central committee

County committee

District committee

Precinct committee

There may also be temporary or ad hoc committees set up for special purposes during the election campaigns. Some candidates, for example, will set up their own committees because they cannot get all the help they need from existing state organizations.

Special interest groups — labor, lawyers, businessmen, educators, etc. — often form their own support committees for candidates. General citizen groups often arise in election years with such titles as "Democrats for Republican Candidate X," "Citizens for Democrat Y," and so on.

In many communities throughout the United States, "machine politics" exists and exercises tight control over who can run for public office. The most powerful units within the party system are the county committees since they choose the candidates who will run in primary elections (endorsements, although not formally permitted, are tantamount to election in most cases), recommend appointments, and implement party policy.

Within the county committee, the *key* figure is the county chairman, who plays the leading role in: 1) securing candidates for elective offices; 2) organizing registration drives; 3) preparing for elections; and 4) organizing social and fund-raising functions. He also provides a linkage between the county committee and the formal structure of county government. The chairman's base of power is founded in. 1) his influence as an appointed or elected official; 2) his position as a powerbroker; and 3) his tenure as chairman. These factors help to make the county chairman one of the most powerful figures in the party organization.

Thus, political parties exert a very important influence on the policy-making process in government by helping to determine who will eventually become elected decision-makers. There is another aspect to the question of political campaigns and influence. Certainly, the campaign promises made by those running for elected office can play a part in subsequent decision-making, if a legislator feels that such a commitment to the electorate is binding on him and was instrumental in his success at the polls. (Note: For a comprehensive study of political party structure and campaign techniques, teachers and students should refer to the manual *Voter Education*, prepared by the Institute for Political and Legal Education.)

Activity: Invite a local Republican or Democratic party official (committeeman or woman) into the class to discuss the role of the party in deciding who can run an effective campaign for public office. He or she may also be asked to discuss the question of *party* influence on popular attitudes related to a particular controversial issue in your community.

Party Influence in the Legislature

As previously mentioned, party "discipline" has less influence upon voting patterns in the legislature than do lobbying groups and constituent pressure. However, the party which controls a majority of the seats in each house of the state legislature is in a position to reinforce its power through such means as committee chairmen, consent to patronage positions subject to gubernatorial appointment, and the use of the caucus system.

The fate of many proposed measures is often determined in the committees to which they are assigned. Thus, the majority party has a greater advantage since the chairman of each committee is a member of that party and the make-up of the committee reflects the ratio of Democrats to Republicans in the legislative house as a whole.

Furthermore, the *caucus* system operates in many legislative bodies, whereby all the members of one party in the legislature meet together (or caucus) to plan a united strategy on the action to be taken later on certain bills. Certain party discipline can be exerted in those areas where a legislator's constituent feelings about an issue are not clearly articulated. (Some states have adopted reforms which eliminate the firm control exerted by majority party caucuses over the flow of bills in the legislatures.) A more complete examination of the legislative process is presented in Part IV of this curriculum manual.

Governmental Influence

The various governmental departments and agencies which will be affected by proposed legislation usually have an interest in the passage or defeat of certain bills. Accordingly, officials from the executive branch often testify before committees and lobby on behalf of their agencies for or against particular legislation. Since most department heads are appointed by the governor and are not civil service positions, and since such officials are usually from the same political party as the governor, this lobbying activity constitutes another way in which party affiliation influences the decision-making process.

The chart on page 84 indicates the organization and composition of the various departments and agencies in the executive branch of New Jersey's state government, responsible for implementation of policy. Use this as a guide to investigate the organization of the governmental bureaucracy in your own state.

One cannot underestimate the important role of the Governor in the various stages of the policy-making process. This involvement is outlined in an excellent study of state policy-making related to the public schools, which surveyed the topic in twelve different states during the early 1970's.[1]

A brief summary of the stages presented by the study includes the following:

[1] *State Policy-Making for the Public Schools: A Comparative Analysis.* Education Governance Project, Columbus, Ohio, 1974.

THE EXECUTIVE BRANCH

GOVERNOR (52)

AGRICULTURE (285)
*BOARD OF AGRICULTURE
‡SECRETARY
DIVISIONS
Administration
Agricultural Chemistry
Animal Health
Dairy Industry
Information
Markets
Plant Industry
Regulatory Services
Rural Resources

BANKING (120)
*COMMISSIONER
BUREAUS
Administration and Operations
Banking
Savings and Loan Associations
*N J MORTGAGE FINANCE AGENCY

CIVIL SERVICE (319)
*COMMISSION
‡PRESIDENT
CHIEF EXAMINER AND SECRETARY
*DIVISIONS
Classification and Compensation
Employee Services
Examinations
Local Government Services
Personnel Management

COMMUNITY AFFAIRS (391)
*COMMISSIONER
DIVISIONS
Housing and Urban Renewal
Human Resources
Local Government Services
State and Regional Planning
*HACKENSACK MEADOWLANDS DEVELOPMENT COMMISSION
*N J HOUSING FINANCE AGENCY
*N J URBAN LOAN AUTHORITY
*N J SPORTS AND EXPOSITION AUTHORITY

DEFENSE (308)
*CHIEF OF STAFF
DIVISIONS
Administrative Services
Air
Army
*Civil Defense
Selective Service System
Support Services

EDUCATION (1,261)
*BOARD OF EDUCATION
‡COMMISSIONER
DIVISIONS
Administration and Finance
Controversies and Disputes
Curriculum and Instruction
Field Services
Research, Planning and Evaluation
State Library, Archives and History
State Museum
Vocational Education

ENVIRONMENTAL PROTECTION (1,231)
*COMMISSIONER
DIVISIONS
*Administration
Environmental Quality
Fish, Game and Shell Fisheries
Marine Services
*Parks and Forestry
*Water Resources

HEALTH (780)
*COMMISSIONER
*PUBLIC HEALTH COUNCIL
DIVISIONS
Administration
Community Health Services
Health Facilities
Laboratories and Epidemiology
*Narcotic and Drug Abuse Control

HIGHER EDUCATION §(4,679)
*BOARD OF HIGHER EDUCATION
†CHANCELLOR
DIVISIONS
University and Professional Schools
Medicine and Allied Health Education
State Colleges
Community Colleges
Independent Colleges
Budget and Fiscal Planning
Facilities Planning and Construction
Computer Planning
Master Planning
*HIGHER EDUCATION ASSISTANCE AUTHORITY
*N J EDUCATIONAL FACILITIES AUTHORITY

INSTITUTIONS AND AGENCIES (17,326)
*BOARD OF INSTITUTIONAL TRUSTEES
†COMMISSIONER
DIVISIONS
Business Management
Community and Professional Services
Correction and Parole
Mental Health and Hospitals
Mental Retardation
Medical Assistance and Health Services
Public Welfare
Youth and Family Services
OFFICE OF THE PUBLIC DEFENDER

LABOR AND INDUSTRY (4,709)
*COMMISSIONER
DIVISIONS
Administration
Economic Development
Labor Standards
Manpower
Planning and Research
Social Insurances
*PUBLIC EMPLOYMENT RELATIONS COMMISSION
*STATE REHABILITATION COMMISSION
*BOARD OF MEDIATION

LAW AND PUBLIC SAFETY (5,002)
*ATTORNEY GENERAL
DIVISIONS
*Alcoholic Beverage Control
Civil Rights
Criminal Justice
*Consumer Affairs
*State Police
Systems and Communications
Law
*Motor Vehicles
N J Racing Commission
*State Medical Examination
POLICE TRAINING COMMISSION

STATE (120)
*SECRETARY OF STATE
SECTIONS
Corporations
Elections
Laws, Commissions, and Publications
Trade Names
Uniform Commercial Code
DIVISIONS
Administrative Procedures
Legalized Games of Chance Control Commission
*Athletic Commissioner
Council on the Arts

TRANSPORTATION (5,396)
*COMMISSIONER
DIVISIONS
Employee and Management Services
Engineering and Operations
Fiscal Management
Planning and Research
*N J HIGHWAY AUTHORITY
*N J TURNPIKE AUTHORITY
*N J EXPRESSWAY AUTHORITY

TREASURY (2,749)
*STATE TREASURER
DIVISIONS
Administration
*Budget and Accounting
Building and Construction
Data Processing and Telecommunications
Investment
*State Lottery
*Pensions
*Purchase and Property
Tax Appeals
*Taxation

PUBLIC UTILITIES (250)
*BOARD OF PUBLIC UTILITY COMMISSIONERS
‡PRESIDENT
EXECUTIVE OFFICER
DIVISIONS
Accounts and Finance
Engineering
Motor Carriers
Movers and Refuse
Railroad
Rates and Research
*N J PUBLIC BROADCASTING AUTHORITY

INSURANCE (183)
*COMMISSIONER
DIVISIONS
*Administrative Services
Insurance Services
Actuarial Services
*Real Estate Commission
Workmen's Compensation Rating and Inspection

INTERSTATE AGENCIES
*Palisades Interstate Park Commission
*Interstate Sanitation Commission
*Port of New York Authority
*Waterfront Commission of New York Harbor
*Tri State Regional Planning Commission
Delaware River Basin Commission
Delaware River Joint Toll Bridge Commission
*Delaware River Port Authority
*Delaware River and Bay Authority
Delaware Valley Regional Planning Commission

*appointed by Governor with Senate consent, in the case of division, refers to division director
†appointed by board with approval of Governor
‡designated by Governor from among the commissioners
( ) number of employees as of March 31, 1971. Includes employees paid by federal funds. Totals approximately 46,000, not including another 8,000 at Rutgers College of Medicine & Dentistry of N J, and Newark College of Engineering
§includes state colleges

1) Issue Definition – The initial stage of the process is one in which preferences of individuals and groups become translated into political issues. As chief executive, the governor has great opportunity for defining state issues. The visibility of the governor and the resources at his disposal enable him to select those issues to be formulated into proposals, to define and emphasize them in ways which will maximize their importance. The study looked at issue-definition from two perspectives: the emphasis given by the governors to educational issues in their campaigns for office, and the extent to which public school issues were a top priority in their subsequent legislative programs.

2) Proposal Formulation – This stage is the process through which issues are formulated into specific proposals for either changes in policy or maintenance of the status quo (i.e. continuation of existing policy). In this stage, governors draw upon available resources for information and advice in order to formulate specific proposals. One important resource is the governor's personal staff who are responsible for generating, filtering and organizing information coming into the chief executive's office and presenting it to the governor in a useful way. Most governors were found to maintain extensive contacts with diverse outside groups and organizations as well as their own staffs in developing educational fiscal proposals for their states.

3) Mobilization of Support – After issues have been defined and formulated into proposals, but before they can be enacted, a vital stage of the process occurs where support is generated for alternative proposals and mobilized in the legislative arena. The mobilization of support by individuals and groups can take several forms including obtaining legislative votes, marshalling public support for a bill under consideration, and citing the professional opinions of recognized experts. In the area of educational policy, governors were found to draw upon the state educational agencies, chief state school officers, and selected members of state boards of education. They also rely on help from special education interest groups (organizations of teachers, administrators, etc.) sympathetic with the proposals, to assist in mobilizing support. In the legislature itself, state constitutions and long-standing traditions have bestowed upon the governors a variety of formal and informal means by which their influence can be exerted. These include such powers as tenure, appointment, budget, and veto. Especially in the areas of control over the budget and veto power over legislation, state executives can often use considerable leverage. In many states governors have shown themselves to be skilled politicians drawing upon diverse support in their attempts to influence the outcome of legislation.

4) Decision Enactment – This final stage is the process by which a policy decision is made among alternative proposals. In the enactment of education policies, a key factor is the extent to which the governors can activate their political strengths in the legislatures. The study found that having political party majorities in the legislature is a deceptive measure of a chief executive's influence. Ironically, gubernatorial influence may be stronger in more competitive two-party states than in those where governors have overwhelming political majorities in both houses. Governors must pay heed to those individual legislators most able to affect their desired results. The study concluded that, in the area of decision-enactment, "political party line-up, inter-party competition, the extent of party factionalism – combined with an adroit sense of timing to gauge the political climate – are elements which must be weighed by governors who wish to have their policy proposals enacted by legislatures."

Activity: Students should research the success or failure of major pieces of legislation which your Governor attempted to get through the legislature this past year. In doing this activity, take into account those areas of political influence discussed in this section.

LEGISLATIVE PROCESS

PART IV

THE LEGISLATIVE PROCESS

INTRODUCTION

This section of *State Government: The Decision-Making Process* focuses on the ways in which legislatures operate in acting on proposed legislation. The information included is based on the models of New Jersey and California, although the pattern in the other forty-eight states is quite similar. Details on the specific rules of procedure which are followed in your own state's law-making body can be obtained by contacting the state headquarters of the League of Women Voters and/or the state's office of Legislative Services.

At the federal level, most students are familiar with the basic steps of how a bill becomes a law in the U.S. Congress. Although the information herein presented applies to state government, many of these procedures are duplicated in other parliamentary law-making bodies. The emphasis should not be on the rote memorization of details, but rather on identifying those key "leverage points" at which pressure from lobbyists, citizen groups, the media, etc., can be brought to bear to influence the final outcome on a particular piece of legislation.

STRUCTURE AND ORGANIZATION

California and New Jersey, like all the other states except Nebraska, have bicameral legislatures – i.e. the principal law-making powers of the state are vested in two houses, a Senate and an Assembly. The legislatures meet in two-year sessions, and bills can be introduced in either year of the session. Special sessions may also be called by the Governor, who then specifies the subject to be considered by the legislature.

It so happens that both New Jersey and California have law-making bodies consisting of a 40-member Senate and an 80-member Assembly, but these numbers are considerably larger in many of the other states. (See statistical tables at the end of Part IV.) The legislators are elected from 40 districts drawn up by the State Apportionment Commission, a bi-partisan body appointed every ten years to draw new districts based on the federal census figures.[1]

Assembly terms are for two years, Senate terms for four years; the Legislature is constituted for a two-year period concurrent with the election of the Assemblymen.

Each house elects its own officers by majority vote at the beginning of the first annual session. The presiding officer in the General Assembly is the Speaker; in the Senate the President. A Speaker Pro Tem and President Pro Tem, who take over in the absence of the presiding officer, are also elected.

Majority and Minority Leaders, Assistant Leaders and party Whips are elected to each house. Whips are responsible for counting votes and making sure party members are in their seats for crucial votes.

Rules adopted by each house specify the number of committees, the number of members, and the party representation of committees.

[1] This is based on the *Baker v. Carr* (1962) and *Reynolds v. Sims* (1964) decisions of the U.S. Supreme Court, which ruled that *both* houses of state legislatures must be based on population – apportioned according to "one man, one vote" to follow the 14th Amendment guarantees of equal protection of the laws.

Party state and county leaders traditionally meet and make recommendations for the legislative leadership of the party. The majority party chooses presiding officers in each house. Party legislative leaders in each house meet to make committee assignments; officially the committee chairmen and members are appointed by the presiding officer of each house.

Committee meetings and party conferences tend to take up a great part of a legislative day. There is an increasing trend to hold more committee meetings on non-legislative meeting days. Public hearings are usually held on non-meeting days.

The following is an outline of the committee system in the New Jersey legislature. These committees vary somewhat from state to state, depending on the size of the state and the nature of the problems it faces — e.g. urban, agricultural, etc. (Students will wish to investigate to see which committees are concerned with legislation of interest to them.)

There are two kinds of legislative committees: standing reference committees to which proposed legislation is referred for study, and administrative or housekeeping committees.

The reference committees are:

Assembly

Agriculture & Environmental
Appropriations*
Banking & Insurance
Commerce, Industry & Professions
County Government
Education
Institutions, Health & Welfare
Judiciary, Law, Public Safety & Defense
Labor
Municipal Government
State Government & Federal & Interstate Relations
Taxation
Transportation & Communications

Senate

County & Municipal Government
Education
Energy, Agriculture & Environment
Institutions, Health & Welfare
Judiciary
Labor, Industry & Professions
Law, Public Safety & Defense
Revenue, Finance & Appropriations*
State Government & Federal & Interstate Relations
Transportation & Communications

*Meet as the Joint Appropriations Committee to consider and hold public hearings on the state budget.

Administrative committees have the same designation in each house. They are: Intergovernmental Relations, Introduction of Bills, Rules & Order, and Ways and Means. Joint administrative committees are: Ethical Standards, Liaison, Passed Bills, Printing, State Audit, and State Library.

Real legislative action often occurs in majority party caucuses. Even after bills have been favorably reported out of standing committees, the caucus can control the flow of the bills reaching the legislative floor for a vote. However, as with the New Jersey Assembly, many state majorities are passing rules to curb the power of the caucus.

One house of the Legislature, the Senate, must approve most of the Governor's nominations to state executive and judicial positions. The other house, the General Assembly, must originate any new proposals for raising revenue. Constitutional amendments must originate in the Legislature and be approved by the voters in a general election. Thus, proposed constitutional amendments go directly from the Legislature to the people.

By tradition no bill is acted upon unless the sponsor requests it, nor can it be moved on the floor of the house by anyone but the sponsor. A bill that has passed one house is usually moved in the second house by a legislator from the same district or county as the prime sponsor.

The Governor, as mandated by the state constitution, also performs certain functions of a legislative nature, including delivery of the annual "state of the state" message, submission of the budget, and proposed recommendations for certain changes in policies and programs requiring legislative enactment.

HOW A BILL BECOMES A LAW — THE LEVERAGE POINTS[1]

Some of the following information, including certain highlighted leverage points in the legislative process, has already been included herein under Part III, Lobbyists and their Function. (Students should refer back to it and its discussion of techniques.) However, this step-by-step analysis is provided here for easy reference. This is a composite of New Jersey and California laws;[1] be sure to check the details in your own state.

1. Ideas for Legislation
   Suggestions for legislation come from many sources — individuals, organizations, and governmental agencies. Many bills are the result of legislative studies conducted during recesses (interim studies). Senators and Assemblymen present these proposals as bills to their respective houses of the Legislature. The budget bill, however, is introduced simultaneously in both houses.

   Each bill must be signed by the author and any co-authors and must be accompanied by a digest prepared by the Legislative Counsel, setting forth the main provisions of the bill.

2. Introduction — First Reading — Assignment to Committee
   At the time of introduction, the bill is given a number; its number and title are read by the clerk; it is referred to a standing committee for study and recommendation; and it is sent to the state printing plant where hundreds of copies are made. (Bills are never read in their entirety at any time during the three obligatory readings.) Bills are numbered in the order of introduction and retain that number until the Governor's signature changes a "bill" to a "chapter" (i.e. law).

[1]Adapted from New Jersey and California League of Women Voters publications.

In the Senate, the Rules Committee assigns bills to committees; in the Assembly, the Speaker makes the assignments. During regular sessions, no bill, except the budget bill may be considered by committee until the 31st day after it is in print. (This requirement may be waived by a two-thirds vote of the house.)

3. Committee Action

The fate of measures is often determined in committee. The standing committees may submit, recommend or propose amendments; they may also table or ignore a bill. In reporting a bill out, after consideration, a committee may make such recommendations as "do pass," "do pass, as amended," or "amend and re-refer" to another committee (often a fiscal committee); some subjects are referred to Rules Committee for assignment for interim study. At the end of the session and at certain other times, committee chairmen report all bills which have not been acted upon back to the house "without further action."

A majority vote of the committee members is required to report out a bill. In the Assembly, if a sponsor has requested committee action three times and the committee has not taken a vote for or against the bill, the Conference Committee may direct the committee to report the bill on a vote representing 41 assemblymen. In the Senate, the presiding officer can move a bill from its committee to the Conference & Coordinating Committee. In the Senate a committee can be relieved of a bill 60 days after the sponsor submits a written request. In both houses, a sponsor can, upon twenty-four hours notice and with the signatures of a majority of the members of his house on a discharge petition, get a bill out of committee. To hold a public hearing requires a majority vote of committee members.

4. Second Reading – Amendments

Bills reported out of committee are placed on the second reading file in the order received, to be read on the floor of the house the next legislative day. The second reading requirement is usually executed by the clerk's simply reading the bill's number and title.

Committee amendments or amendments from the floor are adopted on second reading, usually without discussion. If amended, the bill is reprinted and again placed on the second reading file.

If "re-refer" to committee is recommended in the committee report, the bill goes to the designated committee, and if reported out, is again placed on the second reading file.

5. Third Reading – Debate and Vote

The presiding officer prepares the calendar (list) of bills to be considered at third reading. Bills are debated from the floor at this time.

Under the Constitution one calendar day must elapse between second and third reading. This may be waived under an emergency.

To amend a bill at the time of floor debate an emergency resolution is required to move the bill from third reading back to second reading. If final action is desired on the same day another emergency resolution is required to advance the bill, amended or not, back to third reading.

At the conclusion of debate, a roll call vote is taken. A majority, twenty-one affirmative votes, is required for passage in the Senate, forty-one in the Assembly. A two-thirds vote is necessary for constitutional amendment proposals, urgency measures, the budget bill, and certain other measures.

A Consent Calendar is used to expedite noncontroversial legislation. When a bill, other than a revenue measure, unanimously receives a favorable recommendation from committee, when no opposition is expressed at the hearing, and the bill's author so requests, a bill is placed on the Consent Calendar, and after it is read a third time, is voted upon without debate.

On third reading, bills that are not passed may be (1) laid on the table if a motion is adopted prior to the announcement of roll call; (2) reconsidered upon request of one who voted on the prevailing side, with concurrence of the majority to proceed, and providing the bill originally received 15 votes in the Senate, 30 in the Assembly; (3) recommitted upon motion by the sponsor and a majority vote; (4) defeated.

6. To the Second House

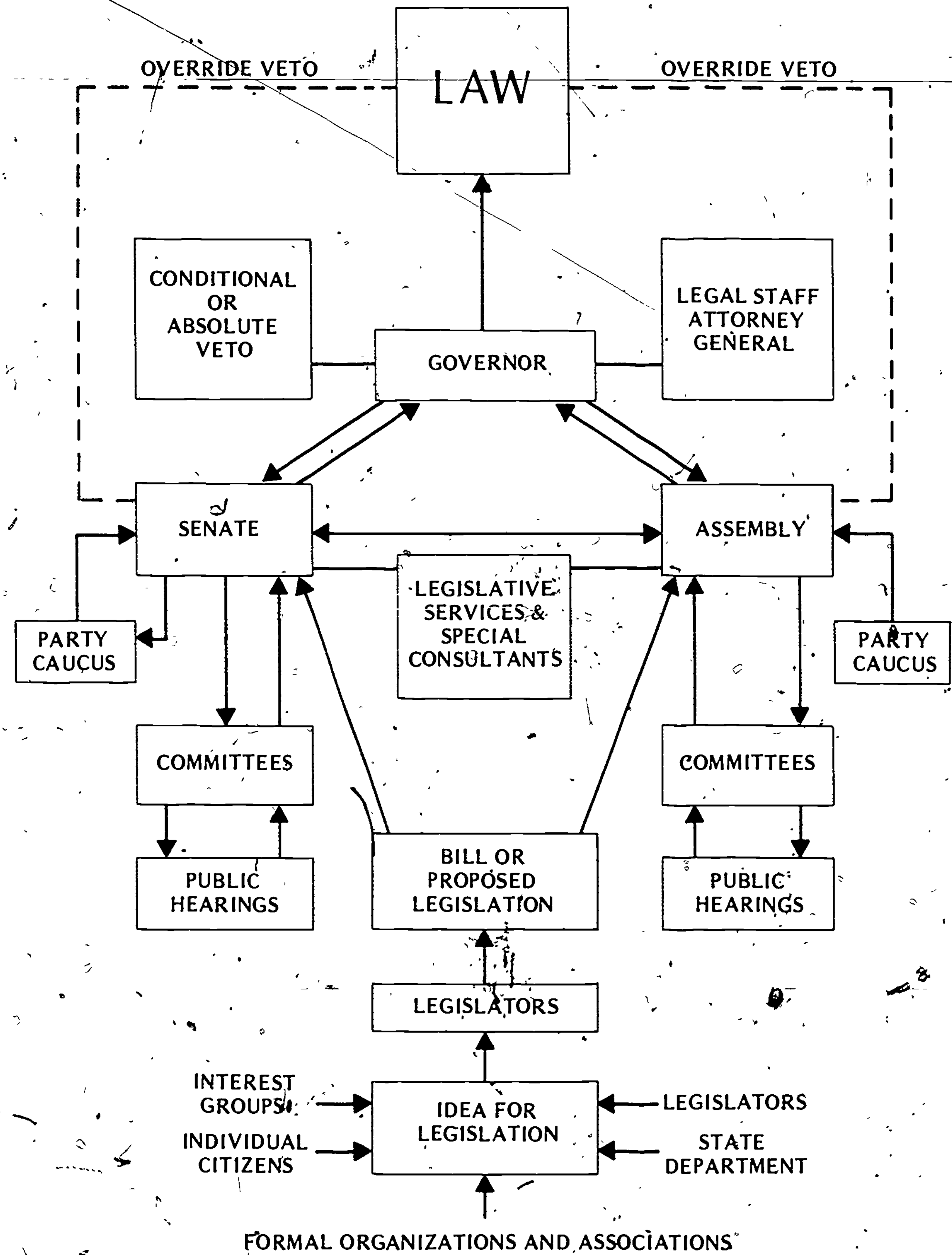
Passed in one house, a bill is transmitted promptly to the second house where it must undergo the same process: first reading, assignment to committee, second and third readings, debate and vote. If the bill is amended in the second house, either in committee or on the floor, it must return to the house of origin for concurrence with amendments.

If the house of origin refuses to concur, a Committee on Conference is appointed to try to resolve the differences. Three successive Conference Committees may be appointed and dissolved in an attempt to reach agreement. The bill dies if no agreement can be reached or if either house fails to adopt the conference report.

7. To the Governor's Desk – Veto or Approval

All bills, except resolutions and certain measures which are subsequently referred to popular vote, are presented to the Governor for his signature. The Governor has 10 days in New Jersey (12 in California) in which to sign the bill or veto it. If vetoed, the bill returns to the legislature. If he takes no action within ten days, the bill becomes law. In New Jersey, the Governor may conditionally veto a bill, sending it back to the Legislature with recommendations for amendments; he may veto line items in an appropriations bill without vetoing the entire bill.

The Legislature can let the veto stand; can override it by 2/3 vote in each house; or, by a majority in each house, can concur with the amendments recommended by the Governor and send the bill back for his signature.


OVERRIDE VETO
LAW
OVERRIDE VETO
CONDITIONAL OR ABSOLUTE VETO
LEGAL STAFF ATTORNEY GENERAL
GOVERNOR
SENATE
ASSEMBLY
PARTY CAUCUS
LEGISLATIVE SERVICES & SPECIAL CONSULTANTS
PARTY CAUCUS
COMMITTEES
COMMITTEES
PUBLIC HEARINGS
BILL OR PROPOSED LEGISLATION
PUBLIC HEARINGS
LEGISLATORS
INTEREST GROUPS
INDIVIDUAL CITIZENS
IDEA FOR LEGISLATION
LEGISLATORS
STATE DEPARTMENT
FORMAL ORGANIZATIONS AND ASSOCIATIONS

ADDITIONAL INFORMATION

Legislative Terminology

Bill — a proposed statute or law. Each bill is assigned a number and prefixed with an A or S depending on its house of origin. Bills are referred to as S.000 (Senate Bill 000), A.0000 (Assembly Bill 0000). Must pass both houses and be signed by the Governor.

Resolution — a formal resolution by one house expressing the policy or opinion of the house adopting it. It is designated and referred to as AR 00 (Assembly Resolution 00) or SR 00 (Senate Resolution 00). Needs approval only of the house which proposes it.

Joint Resolution — a formal resolution separately adopted by both houses, requiring the approval of the Governor. It has the effect of law and is used in lieu of a bill when enactment is temporary, or to initiate a study or to recommend something to the U.S. Congress (called "memorializing"). Referred to as AJR 00 or SJR 00.

Concurrent Resolution — a resolution adopted by both houses expressing the will of the Legislature. It can be used for memorials, commendation, legislative organizational matters or to set up study commissions not involving gubernatorial appointments. Its effect expires at the end of the two-year term of the Legislature adopting it. It is also the procedure used to propose constitutional amendments. Referred to as ACR 00 or SCR 00.

Keeping Informed

Bills are available free to the public in most states. To obtain a copy of a bill, write to the Legislative Bill Room, State Capitol of your own state. Be sure to ask for the bill by number and session (e.g., Assembly Bill 123, 1975 session). Your legislative representative's office or a local law library would also be sources for obtaining a copy of a bill.

Although closed or executive sessions are possible, most legislative activities — hearings, full sessions — are open to the public. Notice of meetings is posted in advance.

There are several ways in which a citizen can keep informed of the progress of legislation and of the possibilities for having influence. Available to the public are publications which are kept up-to-date for reference. Their titles and sources vary from state to state. Again, using the models in the states of California and New Jersey, students should be aware of the following:

In New Jersey:

Legislative Hotline 800-792-8630: A toll free number you can call between 9:30 a.m. and 4:30 p.m., Monday through Friday for information or material about legislative activities. The service is also available at all hours when either house is meeting.

Legislative Roundup: Newsletter published ten or more times during the year covering legislative activities with detailed reports of Senate and Assembly meetings, resume of debate and the general outlook for major legislation of concern to the public. Includes a special voting record issue in legislative election years. Published by the LWVNJ, 460 Bloomfield Avenue, Montclair, N.J. 07042.

Legislative Index: Privately printed cumulative record listing bills and resolutions by subject, sponsor, and by house in order of introduction, notes of coming public hearings, and lists of bills signed into law. Published weekly during sessions. Subscription rate is $85 per year. Legislative Index of New Jersey, Inc., P.O. Box 236, 27 North Bridge St., Somerville, N.J. 08876.

Legislative News: Privately printed record of each day's meeting, listing vote total on bills passed or defeated, motions made, bills reported out of committee, bills introduced, resolutions, public hearings, other formal actions. Printed and mailed evening of each meeting day. Subscriptions $40 per year. New Jersey Legislative News, P.O. Box 412, Trenton, N.J. 08603.

In California:

The *File*, *Journal*, and *History* are published daily for each house and can be obtained, free, from the Legislative Bill Room on the second floor of the Capitol.

The *File* is useful to Capitol visitors, for it contains the order of business for the day's session and lists bills scheduled for committee hearings.

The *Journal* is the official record of each day's proceedings, including roll calls on the floor.

The *Daily History* shows the status of bills as they move; there is also a *Weekly History* which updates all legislation.

Each state legislature also has a Legislative Services office which can be very useful for reference purposes.

There are several national organizations that are specifically concerned about the various state legislatures, and they also might be able to assist you in obtaining information about your own. Some of these organizations are:

The Citizens Conference on State Legislatures
4722 Broadway
Kansas City, Missouri 64112

National Conference of State Legislative Leaders
411 E. Mason Street
Milwaukee, Wisconsin 53202

National Legislative Conference
Iron Works Pike
Lexington, Kentucky 40505

National Society of State Legislators
1545 East 60th Street
Chicago, Illinois 60637

SUGGESTED ACTIVITIES

1. Review the case study material on the California and New Jersey state legislative process. What are the key leverage points where influence can be brought to bear by lobbyists? Who are some of the key persons to be contacted? Explain the significance of each of the following:
   - the initiation of legislation (role of sponsor or co-sponsor)
   - the assignment to committees
   - the role of committee chairperson
   - party caucus
   - public hearings
   - second reading of bill
   - third reading of bill
   - the bicameral system.

2. Have students attend an actual committee hearing at the state capitol as participant-observers. They should note who the key legislators on the committee seem to be and how they might best be approached in order to lobby most effectively.

3. Conduct a simulated committee hearing in the classroom on a particular piece of legislation. Have students play the roles of chairperson, majority and minority committee members, representatives from government agencies and outside interest groups (private and public) who testify on the proposed law. This activity can be expanded to the extent that the teacher wishes.

4. A comprehensive experience in legislative decision-making is contained in Part V of this curriculum – the Model Congress. Those schools that elect to conduct such a program will be able to provide students with experience in bill-writing, parliamentary procedure, committee and floor debate, etc.

5. Show the IPLE filmstrip "The Legislators," which reviews the functioning of New Jersey's Senate and Assembly.

6. As an alternative to No. 5, have a group of students in the class prepare a slide/tape presentation which illustrates the legislative process and the way in which your own state's legislature functions.

7. Invite your local assemblyman or Senator to visit your class and discuss his/her role and the ways in which the legislature functions. Students should prepare themselves to ask probing questions on such topics as: effectiveness of lobbying and citizen influence, the responsiveness of the system, the consequences of being in session only on a part-time basis, and so on. It might be interesting to *also* invite at the same time a representative from a citizen lobby organization like Common Cause to address the class – a dialogue between the two guests would provide great interest.

8. Students may wish to consider the arguments for and against bicameralism as opposed to unicameralism. A debate or panel discussion could be arranged. The following may serve as a guide:

Arguments for Bicameralism

a. Provides for checks and balance between houses.
b. Promotes more deliberate consideration of bills.
c. Safeguards against precipitous action.
d. Others

Arguments for Unicameralism

a. Represents smaller districts — closer to the people.
b. Acts more efficiently — eliminates duplication of procedures.
c. Makes representatives more directly accountable to people.
d. Others

9. Have students investigate the backgrounds of individual legislators to establish any correlation to the type of legislation they sponsor or support. This investigation can also include committee assignments. Further research might focus on the legislator's familiarity with particular lobbyists.

10. Students may wish to consider the relative merits of increasing the size of state legislatures. Some variables include:

- incremental cost of each additional legislator (salary, clerical assistance and office space costs)
- efficiency of operations
- incremental advantages of increased representation (i.e. decrease in legislator/population ratio). For this ratio, see the following tables of statistics for the 50 states.

Table I

APPORTIONMENT OF LEGISLATURES[1]
SENATE (As of late 1973)

State	Number of Seats	Number of Districts	Average Population Each Seat
Alabama	35	35	98,406
Alaska	20	11	15,118
Arizona	30	30	59,083
California	40	40	499,322
Colorado	35	35	63,129
Connecticut	36	36	84,228
Delaware	21	21	26,100
Florida	40	19	169,773
Georgia	56	56	81,955
Hawaii	25	8	9,514
Idaho	35	35	20,371
Illinois	59	59	188,372
Indiana	50	50	103,872
Iowa	50	50	56,507
Kansas	40	40	56,231
Kentucky	38	38	84,791
Louisiana	39	39	93,415
Maine	33	33	30,111
Maryland	47	47	83,455
Massachusetts	40	40	138,493
Michigan	38	38	233,753
Minnesota	67	67	56,870
Mississippi	52	33	41,887
Missouri	34	34	137,571
Montana	50	23	13,888
Nebraska	49	49	30,280
Nevada	20	10	24,437
New Hampshire	24	24	30,154
New Jersey	40	40	179,278
New Mexico	42	42	24,190
New York	60	60	304,021
North Carolina	50	27	101,641
North Dakota	51	38	12,113
Ohio	33	33	322,788
Oklahoma	48	48	53,317
Oregon	30	30	69,713
Pennsylvania	50	50	235,949
Rhode Island	50	50	17,190
South Carolina	46	16	56,316
South Dakota	35	28	19,035
Tennessee	33	33	118,914
Texas	31	31	361,185
Utah	29	29	36,527
Vermont	30	13	14,824
Virginia	40	38	116,212
Washington	49	49	68,428
West Virginia	34	17	54,718
Wisconsin	33	33	133,877
Wyoming	30	16	11,080

[1] Statistics taken from *The Book of the States, 1974-75*. Population figures given are those that were valid at the time of last legislative apportionment and do not in all cases reflect 1970 census data.
Figures for Hawaii represents average number of registered voters per seat.

Table II
APPORTIONMENT OF LEGISLATURES[1]
HOUSE (As of late 1973)

State	Number of Seats	Number of Districts	Average Population Each Seat
Alabama	105	105	32802
Alaska	40	20	7,559
Arizona	60	30	29,541
Arkansas	100	84	19,233
California	80	80	249,661
Colorado	65	65	33,993
Connecticut	151	151	20,081
Delaware	41	41	13,368
Florida	120	45	56,591
Georgia	180	128	25,502
Hawaii	51	25	4,966*
Idaho	70	35	10,186
Illinois	177	59	62,791
Indiana	100	73	51,936
Iowa	100	100	28,253
Kansas	125	125	18,223
Kentucky	100	100	32,193
Louisiana	105	105	34,697
Maine	151	114	6,229
Maryland	141	57	27,818
Massachusetts	240	240	23,232
Michigan	110	110	80,751
Minnesota	134	134	28,404
Mississippi	122	46	17,854
Missouri	163	163	28,696
Montana	100	23	6,943
Nebraska	Unicameral Legislature		
Nevada	40	40	12,218
New Hampshire	400	159	1,843
New Jersey	80	40	89,639
New Mexico	70	70	14,514
New York	150	150	121,608
North Carolina	120	45	42,350
North Dakota	102	38	6,056
Ohio	99	99	107,596
Oklahoma	101	101	25,338
Oregon	60	60	34,856
Pennsylvania	203	203	58,115
Rhode Island	100	100	8,595
South Carolina	124	28	20,891
South Dakota	70	28	9,516
Tennessee	99	99	39,638
Texas	150	128	74,645
Utah	75	75	14,124
Vermont	150	72	1,395
Virginia	100	52	46,485
Washington	98	49	34,214
West Virginia	100	36	17,442
Wisconsin	99	99	44,626
Wyoming	62	23	5,362

[1] Statistics taken from *The Book of the States, 1974-75.* Population figures given are those that were valid at the time of last legislative apportionment and do not in all cases reflect 1970 census data.

*Figure for Hawaii represents average number of registered voters per seat.

MODEL CONGRESS

PART V

MODEL CONGRESS

INTRODUCTION

One of the most important and worthwhile activities in the entire curriculum of the Institute for Political and Legal Education is the Model Congress, in which high school students from different schools convene to simulate legislative politics and decision-making. Through this experience, students learn and develop skills in legislative bill-writing, parliamentary procedure, leadership, lobbying, negotiation, debating, and organization. The general steps followed in such a Congress, from initiation of legislation to final passage, are the same, with slight variations, for all levels of government. Consequently, students participating in the Model Congress are able to integrate and experience the concepts they have learned during the year in their study of political and governmental decision-making.

In the IPLE program, the Model Congress is an annual event held at a state college or high school campus. The specific procedures and organizational details used by IPLE need not be followed exactly to ensure successful duplication by other schools. The following pages describe one method of successful organization, with forms and instructions included, for those wishing to conduct a Congress.

OVERALL ORGANIZATION

Presented herewith is the planning outline for a Model Congress held by the Institute in 1973, at Parsippany, New Jersey, for high school students throughout the state. In detail, it is designed to serve as a guideline for the arrangements which need to be made in advance to ensure the smooth and orderly implementation of the Congress. Adaptations in this overall format may be necessary for the particular situations of various school districts.

Outline for Model Congress

Rationale:

It is imperative that we know as much about our system of government as possible. Only in this way can we take full advantage of our privileges as citizens of the United States. We, the Model Congress, will engage in verbal debate and vote on important pieces of legislation; in other words, we shall by these, and other activities, participate in the political processes of the Congress. It is anticipated that Model Congress delegates will develop a greater understanding of the government and its strengths and weaknesses as problems are confronted and solutions are sought through the legislative process.

Objectives:

1. To learn the role of representatives in Congress
2. To learn the workings of representative government
3. To gain a more proficient use of parliamentary procedure
4. To bring together, in free discussion, a cross-section of viewpoints
5. To develop and nurture debating ability
6. To develop public speaking prowess
7. To develop self-assuredness in peer groups
8. To develop a constructive energy force within the student body.

Plan:

1. Organize and select personnel
   a. Co-chairmen and their duties
      1) To preside over house meetings
      2) To supervise the general organization, structure, and guidance in preparation for, and during, the Congress
      3) To supervise initial activities
      4) To be responsible for seeking applicant high schools to the Model Congress
      5) To provide registration and information services for incoming guests
      6) To oversee all of the necessary written material to be sent to applicant high schools
      7) To acquire and distribute materials and literature pertaining to the functions of the Model Congress, including housing information, transportation information, and all pertinent Congressional data
      8) To make provisions for the printing and dissemination of all relevant Model Congress news information
   b. Seven House Committee Chairmen
      1) Armed Services
      2) Commerce
      3) Health & Education
      4) Foreign Affairs
      5) Transportation
      6) Internal Security
      7) Ways & Means
   c. Seven Senate Committee Chairmen
      1) Armed Services
      2) Commerce
      3) Judiciary
      4) Labor & Public Welfare
      5) Governmental Operations
      6) Foreign Relations
      7) Appropriations
   d. Chairman of Housing
      To procure housing for visiting students. (Housing to be volunteered by residents of the community.)
   e. Transportation Chairman
      To arrange transportation to and from host's home, school and the congress. (Transportation to be provided by the students and parents.)
   f. Food Chairman
      1) To arrange for the preparation and serving of meals
      2) To arrange for the printing of the meal tickets
      3) To arrange for refreshments (cokes and cookies) as snacks during the Model Congress and during the social
   g. Chairman of Entertainment, Supervision and Custodial Services
      1) To arrange for a band to provide entertainment during the social
      2) To arrange for some faculty and administration members of host schools to be present and to supervise activities
      3) To arrange for custodian's assistance in setting up equipment for the Model Congress

h. Secretarial Activities Chairman
   1) To provide secretarial personnel for typing and notetaking of all pertinent Model Congress materials
   2) To obtain printing facilities and appropriate supervisory faculty for putting together the Model Congress booklet
   3) To obtain typewriters and necessary materials needed during congressional sessions
   4) To schedule secretaries to send out all necessary materials and literature

2. Select Congressional Participants
   a. Introductory letters
      Send letters throughout state
   b. Contents of introductory letters
      1) Purpose of Congress — general information and cost
      2) Application form to indicate number of participants and their committee preference
   c. First letters to registrants — contents
      1) One index card for each delegate to provide mailing address
      2) Explanation of each committee
      3) Committee chairman form
      4) Copy of the rules of Model Congress
   d. Second letter to faculty advisors and registrants — contents
      1) Committee assignments
      2) Sample bill
      3) Suggestions for preparation of bills
      4) Copy of congressional rules for each delegate
      5) Bill detailing expenses
      6) Explanation of role of Rules Committee
   e. Third letter
      1) Copy of the agenda of the bills for each delegate's particular committee
      2) Letter of appreciation for intention to participate
      3) Tentative schedule of events
   f. Fourth letter to faculty advisors only — pre-registration information
      1) Transportation
      2) Registration
      3) Luggage
      4) Housing
      5) Meals
      6) Internal Communications
      7) Dress and Decorum
      8) Miscellaneous

3. Actual Preparation
   a. Preparation of seven House Committees and seven Senate Committees
      1) Practice Parliamentary procedure weekly
      2) Rotate chairmanships during training
      3) Handle sample bills
      4) Acquaint clerks of each committee with their duties and responsibilities

b. Rules Committee
   1) Members:
      a) Co-chairmen of Congress
      b) One member from each of the two houses
      c) One member each from parties
   2) Responsibility:
      To write By-laws for the Congress (rules to expedite the passage of legislation)
c. Preparation of information center
d. Preparation of Congressional runners (to take messages from one place to another)
   1) Orientation on Congressional structure
   2) Orientation as to duties and responsibilities of each committee
e. Hospitality Committee
   1) Select several students to provide refreshments for the Congress
   2) Arrange a lounge for delegations
f. Housing Committee
   Send letters to community organizations in November explaining the Model Congress and asking their members to volunteer homes for delegates
   1) Specify responsibilities of hosts, including meals
   2) Request preferences of host:
      a) Number of students
      b) Sex of students
g. Transportation Committee
   1) Obtain volunteers to provide transportation services
   2) Assign specific delgates and/or luggage
h. Entertainment, Supervision and Custodial Services Committee
   1) Make arrangements for dance and hire a band to provide the entertainment for Saturday evening
   2) Hire and pay custodial staff to set up House and Senate chambers
   3) Arrange for chaperones
   4) Be responsible for public address system
i. Secretaries
   1) Members of the school business department can be hired for services during Model Congress
   2) Paid secretaries type the literature to be sent out to participants in the Model Congress
   3) Will be assisted by members of the intern corps in mailing and registration of mail
   4) Secretaries will aid in mimeographing literature for members

4. Model Congress Session (see sample schedule page 104)
   a. Registration
      1) Will be set up for a 2-hour period
      2) Will be carried out by members of the intern corps
      3) Material received at registration
         a) House assignment
         b) Transportation assignment
         c) Luggage directions (luggage will be placed in the main lobby in alphabetical order)
         d) Meal tickets
         e) Copy of agenda for their committee
         f) Map of school

g) Schedule for first day
h). Model Congress booklet
i) Copy of By-laws
j) I.D. Badge identifying delegate – name and school

b. Opening Joint Session
   1) Greetings by co-chairmen of Congress
   2) Remarks by guest legislators
   3) Greetings from the President of the Board of Education
   4) Last-minute directions and instructions

c. Party Caucusing and Lobbying
   1) Purpose
      a) To give students an opportunity to form party platforms and lobbying organizations
      b) To work on plan of approach in handling of bills in committee and house
   2) Party formation
      Other parties may be formed if they provide the Rules Committee with a written platform prior to the Congress

d. House and Senate Committee Meetings
   1) Open session
   2) Proceed through agenda of bills
   3) Questions of procedure will be answered by the Model Congress By-Laws
   4) Faculty advisors will be asked to attend various committee meetings

e. House and Senate Sessions
   1) The physical arrangement of the houses will be similar to their counterparts in Washington
   2) Delegates will be recognized by the chair by their number or name
   3) Upon recognition, delegates must give their name and school for purposes of identification
   4) Seated on the platform will be the two co-chairmen, parliamentarian, and the clerk
   5) Runners and clerks will be stationed throughout the house for purposes of communication among delegates and between delegates and the chair
   6) Each house will be subject to the By-laws of the Model Congress as will the committees, with the co-chairmen having the final authority.

Model Congress Schedule

Friday	2:00 P.M. – 3:50 P.M.	. . .	Registration
	4:00 P.M. – 5:00 P.M.	. . .	Orientation
	5:00 P.M. – 6:00 P.M.	. . .	Dinner
	6:15 P.M. – 7:00 P.M.	. . .	Party Caucus & Lobbying
	7:05 P.M. – 11:00 P.M.	. . .	Committee Meetings
Saturday	9:00 A.M. –		Arrive at School
	9:15 A.M. – 10:00 A.M.	. . .	Party Caucus & Lobbying
	10:15 A.M. – 1:00 P.M.	. . .	Committee Meetings
	1:00 P.M. – 2:00 P.M.	. . .	Lunch
	2:05 P.M. – 5:30 P.M.	. . .	Full House & Senate
	8:00 P.M. – 11:00 P.M.	. . .	Dance
Sunday	8:45 A.M. –	. . .	Arrive at School
	9:00 A.M. – 1:00 P.M.	. . .	Full House & Senate
	1:30 P.M. – 2:30 P.M.	. . .	Luncheon and awards

COMMUNICATIONS AND PUBLICITY

An essential ingredient for the success of a Model Congress is the maintenance of clear and precise channels of information and communication. If all participants are well-informed of precisely what is happening, when, where, and under what circumstances, many problems can be avoided.

Invitations: Several months in advance, a letter of invitation should be sent to those high schools which are potential participants (if the Congress is planned for several schools).

More formal invitations to the Model Congress can be sent out closer to the actual date of the event. These should go to all those interested persons deemed appropriate to attend as observers, resource people, and guests. This might include school administrators, local politicians, other noted dignitaries, members of the media (which will insure publicity), etc. (See sample invitation p. 109.)

The prestige of the event will be enhanced by including the names of prominent political figures as sponsors. The approval of these individuals should be sought prior to using their names.

Publicity: In addition to extending invitations to representatives of the local media to attend the Congress as guest observers, advance notice of the event should be sent to the newspapers. (See IPLE *Voter Education* manual for full explanation of the techniques for writing a press release.) Illustrated below is an example of a news story:

N.J. Student Model Congress Slated for Stockton

United States Senator Harrison A. Williams and Congressman James Florio will deliver the opening addresses before the delegates to the Sixth Annual New Jersey Model Congress on Saturday, April 26 at 12:00 noon at Stockton State College.

The address will highlight two days of intensive legislative debate by over 300 high school students from twenty schools throughout New Jersey. The Congress is sponsored by the Institute for Political and Legal Education, a Federally funded Title III project under the direction of Barry E. Lefkowitz.

This year's Congress, the sixth in an annual series, is the culmination of a year-long study for New Jersey high school students enrolled in the Institute's program. As part of the Title III project, students are trained in the areas of voter education, New Jersey local, county and state government, lobbying techniques, community research and law related subjects. Students develop skills in parliamentary procedure and bill writing to prepare for the Model Congress and to understand more fully the legislative process.

Stockton State College is hosting the Congress with Senators Williams and Case acting as official Co-sponsors.

Communications: Once initial responses to letters of invitation have been received, all those who will be directly affected by the Congress – students, parents, teachers, etc. – must be thoroughly informed as to the nature of the program and what specifically is being expected of them.

In addition, forms for registration, housing accomodations, etc., must be carefully prepared so that they elicit all the required information and are easily completed.

The next several pages provide examples of letters and forms used in the 1975 IPLE Model Congress. They are included only to suggest the type of organization, planning, and effort needed in the months and weeks prior to the Congress to ensure that operations run smoothly. They comprise:

- Letter of invitation to educators.
- Invitation to guests of Congress.
- Letter to student delegates.
- Letter to students' parents.
- Memo to teachers.
- Registration form.
- Housing accommodation form.

Institute for Political / Legal Education

MODEL CONGRESS '75

Co-sponsored by:
Senator Harrison Williams
Senator Clifford Case

Stockton State College

November 6, 1974

Dear Educator:

We are extending an invitation to you and your students to attend the Sixth Annual New Jersey Model Congress which is being sponsored by the Institute for Political and Legal Education (IPLE) and Stockton State College. The Congress is being held April 25-27, 1975 at Stockton State College, Pomona, New Jersey.

The purpose of this activity is to stimulate and develop, through experiential learning, a greater awareness and understanding of the political process and our system of government. It is in this way that we can take full advantage of our privileges as citizens of the United States. Adlai Stevenson once said, "Government cannot be stronger or more tough-minded than its people. It cannot be more inflexibly committed to the task than they. It cannot be wiser than the people."

During the proceedings of Model Congress VI student delegates will engage in verbal debate, experience the forces and conflicts of organized parties, and vote on self-composed legislation.

Due to the large number of students who are part of the IPLE program, registration will be limited to 6-8 students, on a "first-come, first-serve" basis in reaching our quota.

Sincerely,

Barry E. Lefkowitz

Barry E. Lefkowitz,
Director, IPLE

00119

P.O. Box 426 ■ Glassboro Woodbury Road ■ Pitman, N.J. 08071 ■ 609/589-3410

In order to defray the cost of materials, two nights lodging, three days meals, and a Saturday evening social, it is necessary that each student and faculty member attending Model Congress VI be charged $25.00.

Below is an initial Model Congress VI registration form. If interested in attending, please fill in the necessary information and return the form by December 6, 1974. (Payment is due at a later date as indicated below.)

Upon receipt of the attached form, we will mail you a packet containing instructions for bill writing, Model Congress By-laws, detailed registration and housing forms, plus further information. All forms must then be completed and returned with a check for all participants no later than January 24, 1975.

MODEL CONGRESS VI

Teacher's name: ______________________________

School: ______________________________

Address: ______________________________

Number of students: __________ Number of faculty: __________

Date: __________________ Signature: __________________

Return to: Institute for Political and Legal Education
Box 426, Pitman, New Jersey 08071

An Invitation

The Institute for Political and Legal Education
requests the honor of your presence
at the Sixth Annual New Jersey Model Congress

Saturday, April 26	12:00 noon 10:15 p.m.
Sunday, April 27	10:30 a.m. 8:00 p.m.

Hosted by:
Stockton State College
Pomona, New Jersey

Co-sponsored by:
U.S. Senator Harrison A. Williams
U.S. Senator Clifford P. Case

00121

P.O. Box 426 ■ Glassboro Woodbury Road ■ Pitman, N.J. 08071 ■ 609/589-3410

Institute for Political / Legal Education

Director
Barry E. Lefkowitz

December 6, 1974

Dear Delegate:

The Institute for Political and Legal Education is sponsoring its Sixth Annual New Jersey Model Congress -- more than a half decade of student awareness of, and participation in, the political process and law-related fields. The purpose of this activity and the overall objective of the IPLE nationally validated program is to stimulate and develop an understanding of the interrelationships between society and government by experiencing the process. The 1975 Congressional Session will be convened at Stockton State College from April 25 through April 27, 1975.

Change in a democracy can only occur when its citizens are well informed and aware of the inadequacies in the social-political system and are motivated to act in an effective and responsive manner. During the proceedings of Model Congress VI, participants will be engaged in verbal debate upon self-composed legislation and experience the forces and conflicts of organized parties and lobbying coalitions.

The enclosed material contains explanations, suggestions, and instructions dealing with preparation of legislation and parliamentary procedure. With the adjournment of Model Congress VI, it is our intention that every delegate leave with a developed realization of the governmental process.

Sincerely yours,

Barry E. Lefkowitz

Barry E. Lefkowitz,
Director

BEL/gw
Enc.

00122

P.O. Box 426 ■ Glassboro Woodbury Road ■ Pitman, N.J. 08071 ■ 609/589-3410

Institute for Political / Legal Education

Director
Barry E. Lefkowitz

December 5, 1974

Dear Parent:

The Institute for Political and Legal Education is sponsoring its Sixth Annual New Jersey Model Congress -- more than a half decade of student awareness of, and participation in, the political process and law-related fields. The purpose of this activity and the overall objective of the IPLE nationally validated program is to stimulate and develop an understanding of the interrelationships between society and government by experiencing the process. The 1975 Congressional Session will be convened at Stockton State College from April 25 through April 27, 1975.

Change in a democracy can only occur when its citizens are well informed and aware of the inadequacies in the social-political system and are motivated to act in an effective and responsive manner. During the proceedings of Model Congress VI, participants will be engaged in verbal debate upon self-composed legislation and experience the forces and conflicts of organized parties and lobbying coalitions.

Students are selected to participate in the Model Congress because of their maturity and interest in the Congress program. If any participant in Model Congress VI engages in conduct destructive of the rights of other participants, he/she will be asked to leave.

Sincerely,

Barry E. Lefkowitz

Barry E. Lefkowitz
Director

BEL/gw

Student's signature: ______________________________

Parent's signature: ______________________________

Date: ______________________________

P.O. Box 426 ■ Glassboro Woodbury Road ■ Pitman, N.J. 08071 ■ 609/589-3410

Institute for Political/Legal Education

Director
Barry E. Lefkowitz

TO: Teacher
FROM: Barry E. Lefkowitz
RE: Model Congress VI
DATE: December 6, 1974

Model Congress VI will encompass more delegation registration, submission of legislative proposals, and political aspects than ever before encountered in IPLE program scheduling. It is, therefore, imperative that deadlines and procedures be established and distributed as soon as possible. In order to avoid unnecessary confusion and delay, please observe the following notations:

1. Contained within this packet are invitationary "Dear Delegate" letters, parliamentary procedure, registration forms, and a copy of Model Congress V legislative index to aid students. Distribute a copy of the "Dear Delegate" to each participant and review its contents for clarification purposes. We would suggest that legislation-writing practices and parliamentary procedures be conducted on a once-a-week basis.

2. All legislation must be typed on 8 1/2 x 11 paper and accompanied with a researched paper (approximately five minutes duration). Legislation is due no later than February 11, 1975.

3. Registration forms and money payment are due as previously indicated. Any name appearing on the form is considered registered and payment non-refundable. Students must designate a committee assignment even if they do not write legislation. Housing forms must be completed in order to process hotel accommodations at the Terrace Inn of the Sheraton. In order to defray the cost of materials, two nights lodging, three days meals, and a Saturday evening social, it is necessary that each participant attending Model Congress VI be charged $25.00. Approval of committee assignments is contingent upon the date on which we receive these items.

4. Delegates may not be attired in jeans or clothing made of denim material, sneakers, or shorts. Smoking will not be permitted except in specified areas by order of local fire provisions. Please inform students of this policy if it should influence their decision to attend Model Congress VI.

00124

P.O. Box 426 ■ Glassboro Woodbury Road ■ Pitman, N.J. 08071 ■ 609/589-3410

5. Disorderly conduct and the possession of alcoholic beverages or narcotics at Stockton or at the Sheraton complex is strictly forbidden. The IPLE staff reserves the right to expel violators of these provisions. For this reason, each student attending Model Congress VI must have the enclosed letter signed by his/her parents and returned to the teacher before attendance will be permitted.

6. Subpoenas will be honored and delivered to any individual so designated by any delegate to appear at the Model Congress. Subpoena forms may be obtained through IPLE prior to February 15 and returned no later than March 1, 1975.

7. Forms for Chairmanship Competition will be forwarded at a later date for your review.

Note: All correspondence for Model Congress VI should be addressed to:

Institute for Political and Legal Education
P.O. Box 426
Glassboro-Woodbury Road
Pitman, N.J. 08071

MODEL CONGRESS VI REGISTRATION FORM

Please print or type all information in the spaces provided.

Teacher(s) name: ____________________

School: ____________________

Address: ____________________

____

Telephone: (school) __________ (home) __________

Number of students registering: ______ male ______ female

Number of teachers registering: ______ male ______ female

Amount of payment enclosed @ $25.00 each: __________

Committee Assignments: (one committee for each student; specify sex by M or F)

House

Armed Services: ____________________

____

Education and Labor: ____________________

____

Government Operations: ____________________

____

Interstate and Foreign Commerce: ____________________

____

Judiciary: ____________________

____

Appropriations: ______________________________

____

Foreign Affairs: ______________________________

____

Senate

Aeronautical and Space Sciences: ______________________________

____

Labor and Public Welfare: ______________________________

____

Government Operations: ______________________________

____

Commerce: ______________________________

____

Judiciary: ______________________________

____

Finance: ______________________________

____

Interior and Insular Affairs: ______________________________

____

Denote amount of forms, if desired:

________ Subpoena forms
________ Political party forms
________ Other (specify) ______________________________

Date: ______________________ Signature: ______________________

Send all checks payable to: Institute for Political and Legal Education
Box 426, Glassboro-Woodbury Road
Pitman, New Jersey 08071

HOUSING ACCOMMODATIONS FORM

Name: ______________________________

Address: ______________________________

____

____

Telephone: ______________ Sex: ______ M ______ F

HOUSING ACCOMMODATIONS FORM

Name: ______________________________

Address: ______________________________

____

____

Telephone: ______________ Sex: ______ M ______ F

HOUSING ACCOMMODATIONS FORM

Name: ______________________________

Address: ______________________________

____

____

Telephone: ______________ Sex: ______ M ______ F

HOUSING ACCOMMODATIONS FORM

Name: ______________________________

Address: ______________________________

____

____

Telephone: ______________ Sex: ______ M ______ F

LEGISLATION

The following information is designed to provide the teacher and students with specific guidelines on the proper format for writing legislation. These instructions were used by the Institute for Political and Legal Education in its Sixth Annual Congress in 1975 and can be adapted to fit individual needs. It is important to remember that the more closely the students stay within these guidelines, the fewer the administrative problems and the greater the efficiency of the actual Congress session.

Students should be given training in bill writing several months in advance of the Congress, and deadlines for submission of bills should be set at least a month before the actual session. This will allow time for adequate research and development of position papers in behalf of the legislation by student delegates. It also provides sufficient time for review of legislation, assignment to appropriate committee, and the development of a legislative index.

PREPARATION OF LEGISLATION

Provided herein is a concise, step-by-step description of the process of developing and constructing Congressional legislation. It is recommended that each delegate submit legislation that will provide stimulating and provocative debate in committee and in the House or Senate sessions upon passage.

1. Select a general topic such a biology.

2. Adequately research the subject from a variety of sources inclusive of standard textual material, current periodical publications, legal reviews, and the Congressional Record. Keynote all sub-topics and concentrate investigation. Example: biology ⟶ chemical regulations ⟶ drug abuse ⟶ heroin control.

3. State purpose of legislation briefly and concisely, noting if it is introducing a primary law, additional clarification, or revision to existing statutes. Example: to provide for heroin maintenance.

4. Identify provisions or elements of proposal noting limitations, time restrictions, jurisdiction, etc. Example: certified M.D. confirms addiction; appropriations; heroin from U.S.

5. Edit the entire legislation for inconsistencies, ambiguities, lack of definition, etc. Example. delete wording like *"no less than* 200 million dollars."

6. Determine committee classification applicable to legislation topic from lists in this section. The committee *must match* the one you selected as a member on the registration form. Example: Senate Labor and Public Welfare – public health (a bill).

7. Determine nature of legislation:
   a. Bill – public or private applicable to the national interest or specific individuals.
   b. Resolution – an action which has the effect of law, but utilized as a carrier for minor revisions in existing statutes by extension or for formal endorsement of Presidential agreements. Generally, it expresses a concern or opinion on a specific situation.
   c. Amendment – an addition to or change of the U.S. Constitution or expansion, curtailment, or re-definition of governmental powers.

8. Construct legislation in prescribed form, typed on 8 1/2 x 11 paper with one inch margins.
   a. Name of committee typed in capitals and centered, noting House or Senate.
   b. Abbreviate House or Senate by H. or S. when entering committee title on right side. Delete the word "committee" and "high school" as illustrated in model.
   c. Date of legislation should be *April 25, 1975* underlined and centered.
   d. Sponsor(s) name must be as it appears on registration form, followed by "introduces the following bill" (or resolution or amendment).
   e. Center and underline the words *"A Bill,"* (or *"An Amendment"* or *"A Resolution"*).
   f. The preamble must begin with the word "To" and not exceed two typed lines.
   g. Introductory clause with first three words always capitalized. If introduced in the House, that body's name is placed first, followed by the Senate and vice versa. The clause may be in the following forms:

      - a bill

      BE IT ENACTED by the House of Representatives, the Senate of the United States of America concurring that,

      - a resolution

      BE IT RESOLVED by the House of Representatives and the Senate of the United States of America, in Congress assembled that,

      - amendment

      BE IT AMENDED by the House of Representatives, the Senate of the United States of America, concurring that,

   h. Sections are to be denoted as *Sec.* and underlined.
   i. A time limit must be stated in the *last* section of the legislation.

9. Accompany legislation with a researched, double spaced typed report supporting the provisions or proposals itemized in the legislation (approximately 5 minutes duration). Footnotes are not required; however, documentation is advised to substantiate your opinions. *No legislation will be processed unless this item is attached.* In the upper left corner the following information should be indicated:

   Full name – sex (m/f)
   Committee
   School
   Date submitted
   Preamble ("To clause" of legislation)

10. Submit legislation to IPLE office prior to February 11, 1975. Legislation must be typed in its final form in order to be published for Model Congress VI.

Legislation will be printed at the IPLE office and forwarded in form of a legislative index to each participating school by March 15, 1975. In addition, legislation will be assigned a number as designated in the example. Any questions regarding legislation or parliamentary procedure should be forwarded to the IPLE office.

SAMPLE BILL

SENATE LABOR AND PUBLIC WELFARE COMMITTEE

Sixth Congress	S1314
First Session	S. Labor & Public Welfare
	Harrison East

April 25, 1975

Mr. Joseph Shubottic and Ms. Maryanne Graymore introduce the following bill:

A Bill

To establish a heroin maintenance program.

BE IT ENACTED by the House of Representatives, the Senate of the United States of America concurring that,

Sec. 1. A heroin maintenance program shall be in effect for a period of two years following passage of this bill under the auspices of the Department of Health, Education and Welfare.

Sec. 2. The Department of Health, Education and Welfare shall spend at least $200 million solely on this program, additive to existing budgetary allowances.

Sec. 3. The Department of Health, Education and Welfare shall determine the necessity for creating new programs or to adapt existing projects for this purpose (i.e., methadone clinics).

Sec. 4. A certified medical doctor must confirm with a standard acceptable test if the candidate is addicted to heroin.

Sec. 5. Any heroin to be administered must be confined to a specified area of distribution and produced within the United States.

Sec. 6. This legislation shall take effect within sixty (60) days following passage.

STANDING CONGRESSIONAL COMMITTEES

House of Representatives

Armed Services: Matters relating to the national military establishment, including military space activities; conservation of naval petroleum resources; strategic materials; scientific research and development; selective service functions.

Education and Labor: Measures dealing with education and labor, inclusive of child labor, wages and hours; arbitration of labor disputes; and the school-lunch programs.

Government Operations: Budget and accounting measures other than appropriations; relationships of federal government with states and municipalities, reorganization of executive branch and connected investigations.

Interstate and Foreign Commerce: Commerce, communications, and transportation; interstate power transmission and railroad commerce and labor; civil aeronautics; petroleum and natural gas; securities and exchanges; public health.

Judiciary: General judiciary proceedings inclusive of federal courts and judges; civil rights; interstate compacts; immigration and naturalization; bankruptcy, espionage, and counterfeiting; Presidential succession.

Appropriations: Monetary appropriations for the support of the government and examination of the operations of any executive department or agency. [Note: adapted to include valuation of dollar, public and private housing, commodity or services controls.]

Foreign Affairs: Relations with other governments; United Nations; diplomatic services; international monetary policy; interventions and declarations of war.

STANDING CONGRESSIONAL COMMITTEES

Senate

Aeronautical and Space Sciences: Activities concerning aeronautical and space scientific aspects; NASA functions; related astronautical and space developments (not associated with military operations).

Labor and Public Welfare: Education, labor and public welfare in general; mediation and labor arbitration; labor statistics and standards; school-lunch programs.

Government Operations: Budget and accounting measures; executive branch reorganization; studies related to government agencies and state relationships; membership in international organizations.

Commerce: General interstate and foreign commerce, in particular, trucks, buses, railroads, and pipelines; communications in telephone, telegraph, radio, or television; navigation and pilotage; conservation; civil aviation.

Judiciary: Federal courts and judges; Patent Office; civil liberties; protection of commerce and labor; immigration, naturalization, bankruptcy, espionage, and counterfeiting.

Finance: Revenue and tax matters; deposits of public monies; U.S. bonded debt; customs; transportation of dutiable goods; reciprocal trade agreements; tariffs; import quotas; and Social Security.

Interior and Insular Affairs: Public lands, mineral resources; alien ownerships; national parks and forest reserves; petroleum and radium conservation; American Indian reservations. [Note: adapted to include agriculture; meat and livestock inspection.]

ASSIGNMENT OF LEGISLATION

The students' proposed legislation should be assigned bill numbers and referred to the appropriate committees. A *legislative index* of all bills should be prepared which lists the sponsor (or co-sponsors) of each, their school (abbreviation), the number, and a short descriptive phrase explaining the proposed law. This guide is given to all participants at the Model Congress. The 1975 Index is included not only to show the format followed, but also to suggest the wide range of subject matter which might be used by students in the bills they choose to write.

1975 MODEL CONGRESS

LEGISLATIVE INDEX

JOINT GOVERNMENT OPERATIONS

Rep. Daniel A. Walters (from H. Appropriations)	Par. Hills	J1001B	To establish a Federal Utilities Commission
Rep. Lauren J. Byrne	Par. Hills	J1002	An amendment to provide for the general election of Vice President
Sen. Stuart Zimmerman	F L	J1003	Election of President and Vice President
Sen. Eric Koenig	F L	J1004	To create a national primary to select delegates to conventions and major political parties.
Sen. Glenn Allen	E	J1005	To limit defense spending
Rep. Sandra Davis	B T	J1006	An amendment to provide a special election for President & Vice President
Rep. Sherry Eager	B T	J1006	
Sen Marty Dorward	B T	J1007	To nationalize oil companies
Sen. Rick Vizachero	B T	J1007	
Sen. Dale Gladding	Penn	J1008	An amendment to alter succession to Presidency
Sen. Dale Gladding	Penn	J1008a	To allow for a presidential vote of confidence
Rep. Paul Gilroy	B B	J1077	To retain the Constitutional guarantee of the right to privacy and to control government use of surveillance devices
Rep. Tony Vacca	B B	J1077	
Sen. David Kosten (from Judiciary)	E B	J1105	To limit area of operations, and to provide for closer Congressional scrutiny of the C.I.A.
Rep. Chris Bertics	E B	J1108	An amendment to provide for the election of the President and Vice President by nationwide direct popular vote
Rep. John Brody	G C	J1127	To legalize wiretapping by FBI
Rep. Joseph Casserly	G C	J1128	An amendment to provide for the direct election of the President and Vice President

JOINT INTERSTATE AND FOREIGN COMMERCE

Sen. Daniel Chinitz	F L	J2037	To require navigation course for all water-vehicle operators
Sen. Kenneth Chotiner	F L	J2040	To revamp N.J. waterworks and waterways
Sen. Paul Meyer	F L	J2045	To establish Bureau of Transportation

1975 MODEL CONGRESS

LEGISLATIVE INDEX

JOINT INTERSTATE AND FOREIGN COMMERCE (Continued)

Sen. Pamela Herman	F L	J2046	To provide for better highway safety
Sen. Robert Bostock	F L	J2048	To place partial embargo on exportation of food stuffs from Arab states
Rep. Clarice Comegys	B T	J2052	To provide free transportation for senior citizens
Rep. Lesley Cowin	B T	J2052	
Sen. Patrick Roche	B T	J2059	To improve public transportation
Sen Alfred Leroy	B T	J2059	
Rep. Keith Lewis (from Armed Services)	M	J2073b	To provide means of conversion from present system of weights and measures to metric system
Sen. Michael McBain	M	J2082	To provide for the conservation of gasoline
Sen. Bob Berk	S B	J2092	To lower the age of handgun ownership from 21 to 18
Sen. Paul Canning	S B	J2094	To ban interstate shipment of nonreturnable beverage containers
Sen. Karen Herber	E B	J2106	To enforce penalties for false advertising.
Rep. John Syzdek	E B	J2107	To reduce the amount of energy consumed in the U.S.
Rep. Paul Daskiewicz	E B	J2109	To retest and relicense automobile drivers
Rep. Brenda Zelnick	E B	J2121	To reduce the import of oil from Middle East and develop research in nuclear energy
Rep. Maureen McLaughlin	E B	J2121	

HOUSE ARMED SERVICES

Rep. Joseph Tarantino	Par. Hills	H1011	To create a permanent subcommittee on the investigation of alleged American War Crimes
Rep. Mark Smith	Par.	H1028	To require a high school diploma for enlisted men in the Armed Forces
Rep. David Weglein	F L	H1038	To provide total amnesty for all draft evaders and deserters.
Rep. John Basantis	B T	H1050	To eliminate the storage of lethal chemical & biological warfare weapons in the U.S.
Rep. Cheryl Mario	B T	H1054	To provide for the prevention of new construction of nuclear power plants
Rep. Denise Unora	B T	H1054	
Rep. Angelo Stripto, Jr.	N P	H1070	To re-organize NATO
Rep. Angelo Stripto, Jr.	N P	H1070a	To build up military arms
Rep. Keith Lewis	M	H1073	To provide for the purchase of 800 new fighter planes for U.S. defense
Rep. John Ebley	Penn	H1074.	To build a new destroyer class
Rep. Jenny Decker	E B	H1114	To provide for the drafting of women into the military services
Rep. Phyllis Adamo	E B	H1114	

HOUSE EDUCATION AND LABOR

Rep. Jim Picard	J	H2020	To provide for care and welfare of migrant farm workers
Rep. Dave McPherson	J	H2021	To provide universal school lunch program
Rep. Ray Marotta	A C	H2030	To provide for reduction of mandatory school age

LEGISLATIVE INDEX

HOUSE EDUCATION AND LABOR (Continued)

Rep. Clyde Jackson	C	H2032	To increase social security payments
Rep. Denise Panzera	B T	H2051	To determine eligibility for free and reduce price meals and/or free milk
Rep. Ann Boyd	B T	H2051	
Rep. Maria Stewart	B B	H2078	To legalize euthanasia
Rep. Linda Meier	B B	H2078	
Rep. Andrea Frank	M	H2081	To provide more Federally funded education loans
Rep. Mark Moskowitz	L	H2083	To permit the N.B.A. and A.B.A. to merge and create a league of 28 teams
Rep. Ray Marotta	A C	H2086	To legalize the practice of midwifery in the United States
Rep. Francine Dishman	A C	H2087	To provide for mercy killing
Rep. Stanley Williams	A C	H2088	To prohibit the smoking of cigarettes in public buildings and transportation carriers
Rep. Joseph O'Brien	S B	H2089	To legalize prostitution
Rep. Peter Burke	S B	H2089	
Rep. Michelle Lipsitz	E B	H2116	To provide for the rights of seasonal farm workers
Rep. David Thompson	E B	H2116	
Rep. Lawrence Sachs	E B	H2118	To permit individual states to partially fund private colleges & universities
Rep. Lawrence Schaechter	E B	H2122	To lower the penalties for convicted marijuana possessors
Rep. Michael Lapiska	G C	H2126	To recognize efforts of youth envolvement is legislative action

HOUSE JUDICIARY

Rep. Stephen Donovan	Par. Hills	H3009	An amendment to establish a National Court of Appeals
Rep. David McDougall	Par. Hills	H3010	To abolish capital punishment
Rep. Kathleen Dotson	C	H3034	A resolution to investigate the C.I.A.
Rep. Tony Alston	C	H3035	An amendment to limit presidential pardoning privileges until all charges are brought upon suspects through trial
Rep. David Fischler	Par	H3025	An amendment to abolish the Vice Presidency
Rep. Kevin Balter	F L	H3049	To direct criminal retribution to an injured party
Rep. Todd Kapner	N P	H3069	An amendment on impeaching a faceless President
Rep. Todd Kapner	N P	H3069a	To withhold the conviction records from private agencies
Rep. Todd Kapner	N P	H3069b	An amendment to repeal the 19th amendment
Rep. Todd Kapner	N P	H3069c	An amendment to limit the length of term of a Supreme Court Justice
Rep. Todd Kapner	N P	H3069d	To prohibit the sale and private ownership of handguns
Rep. Wesley Hawkins	A C	H3085	To provide windshield wipers for the rear windows of cars
Rep. Andrew Greess	S B	H3090	A resolution to eliminate any religious references from public and governmental functions
Rep. Marc Held	S B	H3097	An amendment to establish a unicameral Legislature
Rep. Thomas Michelson	S B	H3101	To ban all private ownership of handguns
Rep. Jeanette Mogor	E B	H3112	To legalize euthanasia
Rep. Marcia Cohen	E B	H3113	To abolish all out-dated prisons, and replace them
Rep. Bruce Hoffman	E B	H3113	
Rep. William Dilks	G G	H3130	To establish a mandatory retirement age for federal justices

1975 MODEL CONGRESS

LEGISLATIVE INDEX

HOUSE APPROPRIATIONS

Rep. Daniel Walters	Par. Hills	H4001	A resolution to provide control over defense spending
Rep. Christopher Black	Par. Hills	H4012	To convert the national budget into one less dependent on the military and more on human services
Rep. Ann Fisher	E B	H4115	To establish an income supplement program
Rep. Cheryl Barolomei	B T	H4053	To provide money for drug rehabilitation centers
Rep. Mike Canella	B T	H4053	
Rep. Michele Foster	Penn	H4075	To provide funding for Presidential campaigns
Rep. Micki Frost	Penn	H4075	
Rep. Nat Siegal	Penn	H4075	

HOUSE FOREIGN AFFAIRS

Rep. Mark Littel	Par	H5029	A resolution establishing oil negotiations with the country of Iran
Rep. Alfred Kahn	F L	H5039	A resolution condemning of United Nations Assembly
Rep. Laurie Dubell	B T	H5055	To organize a committee to investigate foreign aid programs
Rep. Karen Mateos	B T	H5055	
Rep. Paul Lombardo	N P	H5056	To withdraw from the U.N.
Rep. Paul Lombardo	N P	H5056a	A resolution to give advice to the President on recognition of Cuba
Rep. David Gibbs	S B	H5096	To amend section 102 of the 1974 National Security Act
Rep. David Gibbs	S B	H5096a	To limit nuclear aid and arms exports to foreign nations
Rep. Cynthia Wolpert	S B	H5103	A resolution to request the release of Rudolf Hess
Rep. William Westbrook	S B	H5104	To terminate the U.S.'s membership in the United Nations
Rep. Carol Isaacson	E B	H5111	To recommend the moving of the U.N. to Geneva, Switzerland

SENATE AERONAUTICAL & SPACE SCIENCE

Sen. Wendell Stafford	B T	S1056	To provide for Solar Energy Research Facilities and committee
Sen. Clif Frake	B T	S1056	
Sen. Bernard Mullholland	B T	S1057	To provide a satellite for televised Educational programs for aeronautical and space sciences

SENATE LABOR & PUBLIC WELFARE

Sen. Alan Seldin	Par. Hills	S2013	To insure the rights to secret ballot for selecting a union for migrant workers
Sen. Susan Ordasy	Par. Hills	S2014	To legalize indirect euthanasia
Sen. Brigid McMenamin	J M	S2015	To provide for Federal regulation of all nursing homes
Sen. Joan Janis	J M	S2018	To use subcontractors in constructing lower income family housing
Sen. Micheal Gannon	Par. Hills	S2022	To require the registration of all firearms
Sen. Chris Wanat	Par	S2023	Banning the use of painful traps in capturing animals
Sen. Linda Rausch	Par	S2023	

SENATE LABOR & PUBLIC WELFARE (Continued)

Sen. Chris Wanat	Par	S2023a	To abolish the death penalty
Sen. Barbara Lepley	Par		
Sen. Barbara Voulgaris			
Sen. Andy Steinem	Par	S2025	To provide tax incentives to limit family size
Sen. Andy Steinem	Par	S2025a	To create a Welfare Labor Force
Sen. Andy Steinem	Par	S2025b	To equalize expenditures per pupil for public elementary and secondary education
Sen. Andy Steinem	Par	S2025c	To eliminate penalties for use of marijuana
Sen. David Schaffer	Par	S2026	To reinstate common-law marriage in the 50 states
Sen. Michael Cohen	E	S2031	To establish a National Health Service
Sen. Margaret Stripling	C	S2033	To legalize euthanasia
Sen. Joel Ross	F L	S2041	To establish a program to collect and recycle newspapers
Sen. Adriane Antler	F L	S2047	To abolish the blue laws
Sen. Marilynn Davies	B T	S2058	To revise existing adoption statutes
Sen. Diane Wolvin	B T	S2058	
Sen. Mike Gough	N P	S2064	To guarantee the right to work
Sen. Mike Gough	N P	S2064a	To make it illegal for an employer to hire an illegal alien
Sen. Mike Gough	N P	S2064b	To prohibit migrant labor abuses
Sen. Ann Clark	M	S2071	To revise auto-emission standards
Sen. Ann Clark	M	S2071a	To ban the use of aerosol cans where flourocarbons are used as propellants
Sen. Gail Nelson	B B	S2079	To prohibit non-returnable beverage containers
Sen. Nancy Rosenshein	B B	S2079	
Sen. Howard Diamond	S B	S2095	To provide for free medical care
Sen. David Keys	S B	S2099	To restrict the number of natural children per individual to one
Sen. Brad Higginbottom (from Judiciary)	B B	S2123	To provide increased benefits to deaf & to increase funds for research into causes of deafness
Sen. Glynneth Llewellyn	G C	S2129	To provide protection for victims of child abuse and neglect

SENATE JUDICIARY

Sen. John Hanger	J M	S3019	To provide control of handguns
Sen. John Hanger	J M	S3019a	An amendment to provide the right to a live birth of the unborn
Sen. Debbie Alexander	Par	S3027	To allow exemption from punishment and pardon for unlawful abandonment of the draft
Sen. Alan Rutkin	F L	S3042	To release information pertaining to the assassination of John F. Kennedy
Sen. Marc Coldstein	F L	S3044	To reinstate the death penalty
Sen. Robbi Ewell	B T	S3060	To provide adequate limitations on present bussing bill
Sen. Robert Silicia	B T	S3060	
Sen Fred Leroy (from Joint Interstate & Foreign Commerce)	B T	S3061	To provide for stricter penalties for crimes committed with firearms
Sen. Bryan Curtis	N P	S3067	An amendment to ban the death penalty

1975 MODEL CONGRESS

LEGISLATIVE INDEX

SENATE JUDICIARY (Continued)

Sen. Brad Higginbottom.	B B	S3080	To provide stricter penalties for repeating criminals and the right to a fair and speedy trial
Sen. Marcia Bair	S B	S3091	To abolish plea-bargaining in all Federal Courts
Sen. Thomas J. Butler	S B	S3093	To nationally ban smoking in public places
Sen. Michael Douglis	S B	S3090	
Sen. Martin Indik	S B	S3098	An amendment to create a national primary to nominate major party candidates for President
Sen. Martin Indik	S B	S3098a	An amendment to abolish the electoral college
Sen. Sonia Martinez	S B	S3100	A resolution to create a special committee to review the Constitution of the U.S.
Sen. Sonia Martinez	S B	S3100a	An amendment to establish certain rights for persons under the age of majority
Sen. Allan Samilow	S B	S3102	A resolution to pardon all persons convicted and presently serving time for narcotic laws which have been replaced or modified
Sen. Cynthia Fratto	E B	S3119	To re-establish the status of marriage from permanent to temporary-renewable
Sen. David Kosten	E B	S3120	To protect "good samaritans"

SENATE FINANCE

Sen. Carol Colatrella	J M	S4016	To provide a guaranteed annual income for aged citizens
Sen. Karen Yaksich	J M	S4017	To provide tax relief for certain income earned on bank accounts
Sen. James Miller	F L	S4043	To provide subsidies for U.S. Olympic Team
Sen. Joyce Thomas	B T	S4062	To provide for income tax reform
Sen. Denise Unora	B T	S4062	
Sen. Make Armm	N P	S4068	To increase the income of retired U.S. citizens
Sen. Lizette Lieberman	E B	S4110	To provide housing for the elderly
Sen. Mari Rosenberg	E B	S4117	To increase the allocation of money for scholarships for institutions of higher education
Sen. Lin Bornholdt (from Interior & Insular Affairs)	M	S4124	To provide S.S. coverage for home-owners
Sen. Raymond Becker	G C	S4125	To establish pension system for justices of Federal Court System

SENATE INTERIOR AND INSULAR AFFAIRS

Sen. Rhonda Rubinson	F L	S5036	Ban the usage of artificial food colorings containing polycyclic aromatic hydrocarbons in foods
Sen. Glenn Collins	B T	S5063	To improve medical care on Indian Reservations
Sen. Mark Perkins	B T	S5063	
Sen. Lin Bornholdt	M	S5072	To provide for land use planning in each of the fifty states
Sen. Philip Davis	Penn	S5076	To provide fuel-conserving cars for Governmental officials

CONGRESS ORGANIZATION, PROCEDURES AND FORMS

It is suggested that a slightly modified and abridged Robert's Rules of Order be followed for discussion, debate, and voting in the committee and full house sessions. The Model Congress by-laws which follow should be read by student delegates in advance, with opportunity for discussion of any terms or procedures which are not clear. The best way to learn parliamentary procedure is actually to role-play a committee session in the classroom as a "dry run-through." Chairmanship assignments are based upon the degree to which students appear to follow and operate effectively under Robert's Rules during competition.

Since many students will ~~understandably~~ have difficulty committing to momory all the many rules of parliamentary procedure, a "*cheat sheet*" has been included which can be given to each delegate for quick reference.

Other forms used during the Congress complete this section.

MODEL CONGRESS BYLAWS

Preamble

Robert's Rules of Order, as contained abridged herein, shall be considered the official bylaws of the Model Congress, subject to amendment only by authorized members of the Rules Committee. The purpose of these bylaws shall be, in all cases, without exception, for the maintenance of an organized and orderly transaction of business within the assembly or committee.

ART. I. INTRODUCTION OF BUSINESS

Sec. 1. All business should be brought before the assembly by a motion of a member, or by the presentation of a communication of the assembly.

Sec. 2. Before a member can make a motion or address the assembly upon any question, it is necessary that he "obtain the floor;" that is, he must rise and address the presiding officer by his title. Where two or more rise at the same time, the chairman must decide who is entitled to the floor, which he does by announcing that member's name. The sponsor of the motion under discussion before the assembly is entitled to be recognized as having the floor. The chairman should give preference to the member who is opposed to the last speaker.

Sec. 3. A member cannot be interrupted by calls for the question, or by a motion to adjourn, or for any purpose, by either the chairman or any member, except (a) by points of inquiry or query ; (b) by a question of order; (c) by an objection to the consideration of the question; (d) by a call for the orders of the day; or (e) by a question of privilege that requires immediate action.

Sec. 4. Before any subject is open to debate it is necessary, first, that a motion be made by a member who has the floor; second, that it be stated by the presiding officer. The member who offers the motion, until it has been stated by the presiding officer, can modify his motion, or even withdraw it entirely. A call for the orders of the day, previous question, adjournment, and an objection to the consideration of the question, have to be seconded.

When the time appointed for taking up the question has arrived, the chairman should announce the fact, and, if no one objects, immediately put it to a vote before the assembly.

Sec. 5. All Principal Motions, Amendments, and Instructions to Committees should be in writing.

ART. II. COMMITTEES

Sec. 1. Committees. The first person named on a committee is chairman (in his absence the co-chairman becomes chairman and should act as such). The Clerk should furnish him, or some other member of the committee with the names of the members, the agenda referred to them, and such instructions as the assembly have decided upon. The chairman shall call the committee together. A committee is a miniature assembly that must meet together in order to transact business, and usually one of its members should be appointed clerk [if one has not been previously assigned]. The rules of the assembly, as far as possible, shall apply in committee.

ART. III. THE OFFICERS

Sec. 1. The Chairman. It is the duty of the chairman to call the meeting to order at the appointed time by taking the chair and calling the members to order; to announce the business before the assembly in the order in which it is to be acted upon; to state and to put to vote all questions which are regularly moved, or necessarily arise in the course of proceedings; and to announce the result of the vote.

To restrain the members, when engaged in debate, within the rules of order; to enforce on all occasions the observance of order and decorum among the members, deciding all questions of order (subject to appeal by any two members), and to inform the assembly, when necessary, or when referred to for the purpose, on a point or practice.

The chairman is entitled to vote in all cases where the vote would change the result. Whenever a motion is made referring especially to the chairman, the secretary, or on his failure to do so, the maker of the motion, should put it to vote.

The chairman can, if it is necessary to vacate the chair, appoint a chairman "pro tem.," but the first adjournment puts an end to the appointment.

Sec. 2. Special Authority of the Chairman

1. Due to the limitations of time, the chairman may make what may seem to be arbitrary decisions, which all delegates are expected to respect. This motion shall not be affected by motions of appeal or suspension of the rules.

2. In the case of disorderly conduct in the form of physical or verbal outbursts, such as non-essential screaming or hollering, possession of unauthorized materials offending the personal rights of those present, movements not in accordance with pre-established rules, bodily harm, offensive language or slander, or unnecessary rising of points, the Chairman shall be granted the power to take whatever measures necessary to maintain order. In order to expel a member from the chamber a two-thirds affirmative vote of the chamber (those charged can neither vote nor by their very presence affect what constitutes two-thirds of the chambers) is necessary.

ART. IV. DEBATE AND DECORUM

Sec. 1. Debate. In the Bylaws of Model Congress, debate is divided into two sections, Structured Debate and General Debate. In Structured Debate, there is a set agenda of who will speak at what points. The order is as follows:

Sponsor of the Motion	5 min.
First Speaker Opposed	5 min.
Second Speaker For	4 min.
Second Speaker Opposed	4 min.

The time allotted for each speaker in General Debate is three (3) minutes. Debate in Congress shall be limited to forty-five minutes per Main Motion, subject to fifteen minute extensions if called for by a two-thirds vote. Debate in committees is subject to changes in time allotment which are up to the discretion of the Chair

A Subsidiary Motion shall be debated in a likewise manner as a main motion except that Primary Speakers shall have 3 minutes each to speak, Secondary shall have 2 minutes, and General Debate shall have 1 minute. No more than 15 minutes shall be spent on any Subsidiary Motion, this subject to 5 minute extensions. The time spent on a Subsidiary Motion shall not affect the time limitations of the Main Motion.

Sec. 2. Decorum in Debate. In debate a member must confine himself to the question before the assembly, and avoid personalities.

The officers of the assembly should always be referred to by their official titles.

During debate, and while the Chairman is speaking, or the assembly is engaged in voting, no member is permitted to disturb the assembly by whispering, or walking across the floor, or in any other way.

ART. V. VOTING

Sec. 1. Voting. A majority vote, that is, a majority of the votes cast, *ignoring blanks*, is sufficient for the adoption of any motion that is in order, except those mentioned which require a two-thirds vote. A plurality vote never adopts a motion nor elects any one except by virtue of a special rule previously adopted. As the vote is being taken, no motion or point shall be entertained, excepting privilege, information, and order, as it pertains only to voting.

Sec. 2. Motions Requiring More than a Majority Vote. The following motions shall require a two-thirds vote for their adoption, all others requiring a majority:

- To Amend the Rules
- To Suspend the Rules
- To Make a Special Order
- To Take Up a Question out of its Proper Order
- An Objection to Consideration of a Question
- To Extend the Limits of Debate
- To Close or Limit Debate
- The Previous Question

ART. VI. MISCELLANEOUS

Sec. 1. A Session of an assembly is a meeting which, though it may last for days, is virtually one meeting, as a session of a convention; or even months, as a session of Congress; it terminates by an "adjournment without day."

Note: In the Bylaws of Model Congress a session must be conducted by a Chairman so designated by the Rules Committee. In the case of his/her absence, a predesignated co-chairman shall assume this responsibility. Each session shall also have a clerk who will take the roll, record official statements, and maintain times.

Sec. 2. A Quorum of an assembly is such a number as is competent to transact its business. Unless there is a special rule on the subject, the quorum of every assembly is a majority of all the members of the assembly.

Sec. 3. The Right of Deliberative Assemblies to Punish their Members. A deliberative assembly has the inherent right to make and enforce its own laws and punish an offender – the extreme penalty, however, being expulsion from its own body.

Sec. 4. Right of an Assembly to Eject Anyone from its Place of Meeting. Every deliberative assembly has the right to decide who may be present during its session; and when the assembly, either by a rule or by a vote, decides that a certain person shall not remain in the room, it is the duty of the Chairman to eject the party.

ART. VII. CLASSIFICATION OF MOTIONS

Sec. 1. A PRINCIPAL or MAIN QUESTION or MOTION is a motion made to bring before the assembly, for its consideration, any particular subject.

Sec. 2. SUBSIDIARY or SECONDARY MOTIONS are such as are applied to other motions, for the purpose of most appropriately disposing of them. Only one subsidiary motion at any time may be on the floor, debated, and be in order.

Sec. 3. INCIDENTAL QUESTIONS are such as arise out of other questions, and, consequently, take precedence of, and are to be decided before, the questions which give rise to them.

Sec. 4. PRIVILEGED QUESTIONS are such as, on account of their importance, take precedence of all other questions whatever, and on account of this very privilege they are undebatable, excepting when relating to the rights of the assembly or its members, as otherwise they could be made use of so as to seriously interrupt business.

ART VIII. MOTIONS AND THEIR ORDER OF PRECEDENCE

Sec. 1. Privileged Motions

1. To Fix the Time to which the Assembly shall Adjourn. This motion, if made when another question is before the assembly, is undebatable, it can, however, be amended by altering the time. If made when no other question is before the assembly, it stands as any other principal motion, and is debatable. (This motion requires a two-thirds vote.)

2. To Adjourn. This motion is undebatable; it cannot be amended or have any other subsidiary motion applied to it; nor can a vote on it be reconsidered. It requires a two-thirds vote to pass. When the adjournment does not close the session, the business interrupted by the adjournment is the first in order at the next meeting. When it closes a session in any assembly which has more than one regular session, the unfinished business shall be taken up at the next succeeding session previous to new business. The motion to adjourn cannot be made when another has the floor nor after a question has been put and the assembly is engaged in voting.

3. Point of Privilege. Questions relating to the rights and privileges of the assembly, or any of its members, take precedence of all other questions, except the two preceding. It is not necessary that the assembly take final action upon the question of privilege when it is raised. In addition, where papers are laid before the assembly, every member has a right to have them once read before he can be compelled to vote on them, and whenever a member asks for the reading of any such paper evidently for information, and not for delay, the chair should direct it to be read, if no one objects. But a member has not the right to have anything read without getting permission from the assembly.

4. Orders of the Day. A call for the Orders of the Day is not debatable, nor can it be amended. It is in order when another member has the floor. When one or more subjects have been assigned to a particular day or hour, they become the Orders of the Day for that day or hour, and they cannot be considered before that time, except by a two-thirds vote.

Sec. 2. Incidental Motions

5. Appeal Decision of the Chair [Questions of Order]: A Question or Order if a member objects to the decision of the presiding officer. This appeal yields to Privileged Questions. It cannot be amended; it cannot be debated when it relates simply to interdecorum, or to transgressions of the rules of speaking, or to the priority of business, or if it is made while the previous question is pending. When debatable, no member is allowed to speak but once, and whether debatable or not, the presiding officer, without leaving the chair, can state the reasons upon which he bases his decision. The vote on an appeal may also be reconsidered, subject to Art. III, Sec. 2.

6. Objection to the Consideration of a Question. An objection can be made to the consideration of any principal motion, but only when it is first introduced, before it has been debated. It can be made while another member has the floor. The person rising on the objection has one minute to explain the reason for the objection. It cannot be debated, or amended, or have any other subsidiary motion applied to it.

7. Suspension of the Rules. This motion is not debatable, and cannot be amended, nor can any subsidiary motion be applied to it, nor a vote on it be reconsidered, nor a motion to suspend the rules for the same purpose be reviewed at the same meeting. The rules of the assembly shall not be suspended except for a definite purpose, and by a two-thirds vote; nor shall any rule be suspended unless by unanimous consent, that gives any right to a minority as small as one-third. These bylaws may not be suspended. A suspension of the rules in order to provide a 15-minute extension of debate on any one question shall be in order during general debate prior to the commencement of the vote on the main motion.

8. Point of Order. If a breach of parliamentary procedure occurs, the delegate may bring to the chair's attention immediately after it occurs. The offender may be compelled to apologize or relinquish the floor if the objection concerns language, disrespect, or disorderly conduct. The chair decides all punishment.

9. Point of Information. A SINGLE QUESTION directed to the chair unrelated to the subject in question, normally related to time. A member may rise on this point in the form of a question to correct information provided by the reading of papers. Recognition, however, is subject to the chair's discretion in order to prevent the abuse of this point.

10. Point of Inquiry. A SINGLE question addressed to the speaker if he yields so. The speaker has the right to know who is asking the question. Inquiry shall not interrupt questions once recognized and presented.

11. Point of Query. A series of questions directed to the speaker and subject in terms of time and amount by the speaker and chairman.

Sec. 3. Subsidiary Motions

12. To Lay on the Table. This motion takes precedence of all other subsidiary motions, and yields to any Privileged or Incidental Question. It is not debatable, and cannot be amended or have any other subsidiary motion applied to it, nor can an affirmative vote on it be reconsidered. It removes the subject from consideration until the assembly vote to take it from the table.

13. The Previous Question. [In the Bylaws of Model Congress this motion is only allowed in General Debate.] This motion is not debatable, and cannot be amended or have any other subsidiary motion applied to it. It applies to questions of privilege as well as to any other debatable questions. It may be reconsidered, but not after it is partly executed. It shall require a two-thirds vote for its adoption. The motion for the previous question may be limited to the pending amendment, and if adopted, debate is closed on the amendment only. After the amendment is voted on, the main question is again open to debate and amendment.

14. To Postpone to a Certain Day. This motion can be amended by altering time, and the Previous Question can be applied to it without affecting any other motions pending. It allows very limited debate, and that must not go into the merits of the subject matter any further than is necessary to enable the assembly to judge the propriety of the postponement.

15. To Commit or Refer. This motion can be amended by altering the committee, or giving it instructions. It is debatable and opens to debate the merits of the question it is proposed to commit.

16. To Amend. This motion can be applied to all motions except those in the list at the end of this section, which cannot be amended. It can be amended itself, but this "amendment of an amendment" cannot be amended.

NOTE: In the Bylaws of Model Congress, an amendment can only be introduced in General Debate. At the proper time, any amendments must be written on a clean sheet of paper and given to the Clerk. The sponsor of the Amendment must obtain the floor directly without speaking in order to introduce his amendment. When recognized, the Clerk is asked to read the Amendment and the sponsor of the Main Motion is asked whether he feels the Amendment is friendly or unfriendly. If friendly, it immediately becomes part of the Main Motion. If unfriendly, debate begins on the Amendment, for a period not to exceed 15 minutes.

If the Sponsor of a Main Motion puts before the Chamber an Amendment *to his own* Main Motion, he cannot find his amendment friendly. The Amendment will have to be automatically debated in the prescribed manner. It should be noted that this clause is the exception *and not the rule.*

An amendment may be in any following forms: (a) to "add" or "insert" certain words or paragraphs; (b) to "strike out" certain words and insert others; (c) to "substitute" another resolution or paragraph on the same subject for the one pending; (d) to "divide the question" into two or more questions as the mover specifies, so as to get a separate vote on any particular point or points. An amendment cannot change the overall purpose of legislation. The following motions cannot be amended:

- To Adjourn
- For the Orders of the Day
- All Incidental Questions
- To Lay on the Table
- For the Previous Question
- An Amendment to an Amendment
- To postpone Indefinitely
- To Reconsider

17. To Postpone Indefinitely. This motion can be applied to nothing but a Principal Question and a Question of Privilege. It cannot be amended; it opens to debate the entire question which it is proposed to postpone. Its effect is to entirely remove the question from before the assembly for that session.

Sec. 4. Miscellaneous Motions

18. Rescind. When an assembly wishes to annul some action it has previously taken and it is too late to reconsider the vote, the proper course to pursue is to Rescind the objectionable motion, bill, or resolution. This motion has no privilege but stands on a footing with a new resolution. Any action of the body can be rescinded regardless of the time that has elapsed.

19. Reconsider. It is in order at any time, even when another member has the floor, or while the assembly is voting on the motion to adjourn, during the day on which a motion has been acted upon, or the next succeeding day, to move to Reconsider the vote and have such motion entered on the record, but it cannot be considered while another question is before the assembly. A reconsideration must be moved by one who voted against the motion.

PARLIAMENTARY "CHEAT SHEET"

	SECOND	DEBATE	AMEND	MAJORITY VOTE	2/3 VOTE	RECONSIDER	INTERRUPT
POINT OF ORDER			CH				★
APPEAL	★	★		★		★	★
OBJECT TO CONSIDERATION					★	★	★
POINT OF PRIVILEGE							★
READING OF PAPERS				★		★	
DIVISION OF QUESTION	★		★	★			★
WITHDRAW A MOTION			CH			★	
SUSPEND THE RULES	★				★		
DIVISION OF ASSEMBLY			CH				
POINT OF INFORMATION			CH				★
POINTS OF INQUIRY AND QUERY			CH				★
QUESTION OF QUORUM			CH				★
LAY ON THE TABLE	★			★			
PREVIOUS QUESTION	★				★	★	
LIMIT OR EXTEND DEBATE	★		★		★	★	
POSTPONE TO A DAY	★	★	★	★		★	
COMMIT OR REFER	★	★	★	★		★	
AMEND	★	★	★	★		★	
POSTPONE INDEFINITELY	★	★		★		★	
TO ADJOURN					★		

Note: CH = Chairman

MODEL CONGRESS

CHAIRMANSHIP RATING FORM

Region Number: ____________________

Student's Name: ____________________

Judge's Name: ____________________

Part One:

This section is to evaluate the student's abilities in presenting himself and knowledge of parliamentary procedures. Please evaluate the student on a scale of 1-10; one, being the lowest and 10, being the highest grade.

Parliamentary Procedure:

A. Knowledge or points and motions

1 2 3 4 5 6 7 8 9 10

B. Utilization of points and motions.

1 2 3 4 5 6 7 8 9 10

C. Poise in posing and responding to points.

1 2 3 4 5 6 7 8 9 10

nervous — confident

Debating:

A. Ability to get idea or argument across.

1 2 3 4 5 6 7 8 9 10

B. Poise while speaking and answering questions.

1 2 3 4 5 6 7 8 9 10

nervous — confident

C. Voice; projection or tone.

1 2 3 4 5 6 7 8 9 10

D. Structure or logic (clear thinking) of argued point.

1 2 3 4 5 6 7 8 9 10

Chairing:

A. Poise (control of oneself at all times).

1	2	3	4	5	6	7	8	9	10
nervous									confident

B. Voice: projection or tone.

1 2 3 4 5 6 7 8 9 10

C. Voice: evenness and self-assurance.

1 2 3 4 5 6 7 8 9 10

D. Ability to make oneself understood quickly.

1 2 3 4 5 6 7 8 9 10

E. Keeping of reasonable order in chambers.

1 2 3 4 5 6 7 8 9 10

F. Respect of chambers.

1 2 3 4 5 6 7 8 9 10

TOTAL POINTS ______

Optional Evaluation:

Use this part only when applicable.

A. Ability to interpret a difficult problem according to Bylaws.

1 2 3 4 5 6 7 8 9 10

B. Ability to put down a large disturbance quickly.

1 2 3 4 5 6 7 8 9 10

C. Ability to disentangle a large confusion of events, motions, etc. quickly.

1 2 3 4 5 6 7 8 9 10

TOTAL POINTS ______

Part Two:

This section is for the judge's personal feelings about the competing student in regard to the apparent degree of maturity and responsibility possessed by each. Although this rating will not be nearly as weighted as Part One, it can be a deciding factor, along with any optional score, in a close tie between several candidates. Please rate the student's maturity and responsibility on a scale of 1 to 10. Again, one is low and ten is high.

Maturity: ____________

Responsibility: ____________

TOTAL ____________

Part Three: Total Evaluation Summary

Part One Total Score: ____________.

Part One Optional Score: ____________.

Part Two Total Score: ____________.

TOTAL EVALUATION SCORE: ________.

Rank: Please rank the student on a scale of one to one hundred, evaluating his/her overall performance. 100 = highest, 1 = lowest, 50 = average.

Rank: ____________

COMMENTS:

DATE: ____________

OTHER INFORMATION AND OPTIONAL ACTIVITIES

(based on the IPLE Model Congresses of 1974 and 1975)

Subpoenas

Subpoenas will be honored and delivered to any individual designated by any delegate to appear at the Model Congress. Subpoena forms may be obtained through IPLE prior to February 15 and returned no later than March 1, 1975. Appropriate individuals might include Stockton State College professors, New Jersey State legislators, as well as legal counsel. The IPLE staff will make arrangements to have subpoenaed individuals present, if possible.

SUBPOENA

The ____________________ Committee on ______________________________

requests the presence of ______________________________ to appear

before this committee on ______________________________ at the hour of

____________________ in Chamber Number ______________ for its ______________

session on May ________, 1974 for the purpose of testifying on

legislation number ____________________ sponsored by ______________ ______________

______________ ________ allowing for ______________________________

______________________________.

This subpoena is requested by ______________________________

acting as chairperson, and must be honored by the individual or body so stated above. Please retain this subpoena with you during your appearance in this committee.

ADDITIONAL MODEL CONGRESS ROLES

Delegates to Model Congress may assume other positions on a full or part-time basis *in addition to* representatives or senators. These positions include:

Lobbyist –

Professional lobbyists influence the passage of legislation favoring their own position or affiliated organization. To form a lobbying firm, fifteen signatures must be obtained from no less than three separate participating schools to total forty-five supporters. The lobbying group may not exceed a membership of sixteen students. Registration papers are obtainable through IPLE prior to February 1, 1974. Lobbyists may exercise their authority at anytime except during committee or House/Senate sessions.

White House news correspondent –

This position allows the delegate access to Model Congress activities not designated as private and the privilege to report on such activities by print or videotape. News agencies are formed in the same manner as lobbying organizations, but are limited by FCC and Congress restrictions. Newscasters may not be members of any lobbying organization and are functional at all times as long as their identification is visible.

Political Parties –

A delegate may be a member of any political group sanctioned by Model Congress. The party must be formed by obtaining ten signatures from five different schools involved in Model Congress, totaling fifty supporters. The petition must contain a copy of the party platform and must be filed prior to March 1, 1975.

The pages that follow include more detailed explanations of the roles and functions of these positions, together with sample registration forms which can be used in conjunction with them.

LOBBYIST FORM COMPLETION

The function of a professional lobbyist is to influence the passage of legislation by organized pressure tactics. Model Congress delegates will have two alternatives in selection of this area as follows:

(1) To form a lobbying *firm*, fifteen signatures must be obtained from no less than three separate participating schools to total forty-five supporters prior to February 8, 1975 *if the organization desires incorporation prior to May 3, 1975.* This form may be retained and completed before the first committee sessions. Lobbying groups may not exceed sixteen student members.

(2) To be considered an *individual lobbyist*, contact the Model Congress Coordinator prior to the commencement of the first committee session.

Information describing lobbying techniques and regulations, in addition to identification material, will be provided in advance. Please complete the attached form in *ink only*, noting that each entry (signature) is readable. *Inaccurate forms will not be processed.*

MODEL CONGRESS LOBBYIST APPLICATION

WE, the undersigned delegates, as members of the Model Congress body do hereby affirm our conformance to the bylaws of our orgnaization to be referred to as ______________________ hereof and the regulations as specified by the Rules Committee in regard to lobbying. The bylaws of our organization are stated as follows:

(Purpose) ____

____

____

(Chairman, etc.) ____

____

____

(Restrictions) ____

____

____

____

____

____

These signatures certify the above statement as it appears without allowance for addition or explanation:

(student)	(school)

WHITE HOUSE NEWS CORRESPONDENT EXPLANATION

The position of White House News Correspondent allows the delegate access to Model Congress not designated as private and the privilege to report on such activities by print or videotape. Newscasters are not permitted to be members of any lobbying organization and are functional as long as their identification is visible.

(1) To form a news agency, fifteen signatures must be obtained from no less than three separate participating schools to total forty-five supporters *prior to* February 8, 1975. News agencies may not exceed sixteen student members.

(2) Information describing news coverage techniques and regulations, in addition to identification material, will be provided at Model Congress. Please complete attached form *in ink only* noting that each entry (signature) is readable. *Inaccurate forms will not be processed.*

(3) Videotape equipment and materials will be supplied, depending upon their availability and amount of request.

MODEL CONGRESS WHITE HOUSE NEWS CORRESPONDENT APPLICATION

WE, the undersigned delegates, as members of the Model Congress assembly do hereby agree to conform to the network to be referred to as ______________________ hereof formed and to utilize only those means of communication as sanctioned by the Model Congress staff. The network shall abide by these self-imposed standards:

(Purpose) ____

____

____

(Chairman, etc.) ____

______________________________ ______________

____

(Restrictions) ____

____

____

____

____

These signatures certify the above statements as they appear without allowance for addition or explanation:

______________________ ______________________

(student) (school)

______________________ ______________________

______________________ ______________________

POLITICAL PARTY FORMATION DESCRIPTION

Political parties must be governed by the notations listed below in order to be sanctioned by the Model Congress staff:

(1) The party must be formed by obtaining sixteen signatures from five different schools totaling eighty supporters *prior to* March 1, 1975.

(2) A copy of the party platform must be attached to the enclosed application form noting the position of the body on various national concerns or submitted legislation. A chairperson, co-chairperson, and other essential personnel must be selected and stated in the preamble of the platform. A party name not to exceed twenty-five characters (typed) must be denoted in the constitution.

(3) Disorderly action or improper decorum as specified by Model Congress bylaws will, if deemed necessary, cause a dissolvement of the party.

(4) Information describing party techniques and regulations, in addition to room assignments and identificaiton, will be supplied in advance. Please complete the attached form in *ink only*.

POLITICAL PARTY FORMATION REQUEST

I, ______________________________ as acting chairperson and I, ______________________________, as co-chairperson, jointly request that the ______________________________ party be sanctioned by the Model Congress staff in conformance to the attached platform with signatures of supporters. This platform was completed at ____________ on ______________, 1975.

Approved: ______________________________

Date: ______________

COMMITTEE ATTENDANCE FORM

Committee Name: ______________________________

Time: ______________________

Student's Name	School
1.	
2.	
3.	
4.	
5.	
6.	
7.	
8.	
9.	
10.	
11.	
12.	
13.	
14.	
15.	
16.	
17.	
18.	
19.	
20.	
21.	
22.	
23.	

MODEL CONGRESS

Amendment to Legislation

____________________ Committee   Bill # ____________________

Amender's name ____

(Check appropriate box)

☐ deletion and insertion   ☐ deletion

☐ additional sections   ☐ divide question for separate vote

I. Deletion and insertion

A. Delete in Section # ____________ :

Add following insertion: (wording)

B. Delete in Section # ____________ :

Add following insertion: (wording)

C. Delete in Section # ____________ :

Add following insertion: (wording)

II. Delete Section:

____

____

____

III. Additional Sections:

Add Section # __________ : (wording)

MODEL CONGRESS

Amendment to Legislation

Add Section #________: (wording)

Add Section #________: (wording)

IV. Divide question:

Section #______, ______, ______, ________ to

make question #1

Section #______, ______, ______, ________ to

make question #2

Section #______, ______, ______, ________ to

make question #3

Section #______, ______, ______, ________ to

make question #4

SCORE SCRATCH SHEET FOR MODEL CONGRESS SELECTION

FOR CHAIRMAN AWARD

Name of Student	School	Committee	(Chairing) 1 – 10 Points 1 being low – 10 being high								
			Poise	Voice	Self Assurance	Understood	Order	Respect	Maturity	Responsibility	Other
1.											
2.											
3.											
4.											
5.											
6.											
7.											
8.											
9.											
10.											
11.											
12.											
13.											
14.											
15.											
16.											
17.											
18.											
19.											

STUDENT INFLUENCE

PART VI

STUDENT INFLUENCE: A COMMUNITY ENVIRONMENT PROJECT

Parsippany Hills High School, Parsippany, New Jersey, is a participating school in the IPLE program. In the spring of 1974, students published a report "Existing Municipal Recycling Programs and Municipal Curbside Recycling in Parsippany". This report exemplifies how a group of students assessed a community need, researched alternative solutions, and finally influence a major policy decision within their community.

In relation to the cyclical model presented in the introduction of this manual, student influence resulted in a specific legislative action with policy implementation on an initially small scale. Presently, Parsippany's recycling program is under evaluation. This analysis will result in an expansion and/or change in the program, thereby reactivating the decision-making process: influence, legislation, implementation, evaluation.

After developing and using skills of surveying, research, and lobbying, along with the examination of the successful Parsippany experience, students will be aware that it is possible to influence governmental decision-making effectively. They should then select an area of interest for community involvement.

An edited report of the Parsippany Hills High School project is herewith presented.

EXISTING MUNICIPAL RECYCLING PROGRAMS AND MUNICIPAL CURBSIDE RECYCLING IN PARSIPPANY

INTRODUCTION

Without the countless and immensely varied forms of life that the earth harbors, our planet would be just another fragment of the universe with a surface as drab as that of the moon and an atmosphere inhospitable to man. We speak out in this book with an urgency born of the realization that time is running out. We are joined by those who have long warned that our reckless devotion to headlong development will threaten our very existence.

Rene Dubos

An unfortunate by-product of our industrial age has been a fouling of the human environment. The rapid exploitation and expenditure of our natural resources have brought forth a steady deterioration of our surroundings. Presently the disagreeable and dangerous results of our careless action stare us in the face. Our dwindling natural resources are now widely recognized as urgent national problems. This environmental degradation must cease.

"Growing mountains of garbage and trash threaten to bury us in our own waste products." That frightening forecast comes from Charles C. Johnson, Jr., Administrator of the U.S. Consumer Protection and Environmental Health Service. Affluent Americans are accustomed to throwing things away in enormous quantities. "Each year they discard some 50 billion cans, 28 billion bottles and jars, 30 million tons of paper, 4 million tons of plastic, 6 million automobiles, and 100 million worn out tires."

The trash pile is growing at an even faster rate than the population. Americans have a heritage of waste which is transforming most of our surroundings into a dump. A U.S. Senate Public Works Committee report says that it is time to change. "The industrial economy of the U.S. must undergo a shift from a use-and-discard approach to a closed cycle of use and salvage or else face the alternative of a congested planet that has turned into a polluted trash heap." Irreparable damage can be averted if its causes are correctly analyzed, its technical, social and political ramifications recognized, and, most significantly, appropriate remedies initiated without delay.

Recycling is a major part of the solution to many environmental problems. It is important to air and water pollution as well as wilderness preservation. It will eliminate this gross waste of natural resources. The particular advantages fostered by a program calling for the re-use of material are obvious. Each ton of material reclaimed from wastes, whether it be paper, glass, aluminum, or any other, is a ton less taken from our forests and mines, and a ton less solid waste discarded into our environment.

Appropriate landfill areas are quickly being depleted, demands for resources have skyrocketed, and intelligently concerned environmentalists have informed the public of the pollution crisis. The pages that follow discuss numerous recycling plans implemented in various cities. However, the problem is not merely confined to these areas; it has malignantly infested our entire nation. We must conserve and re-use.

One may ask, "Why recycle used newspaper?" First, it is possible to market all recycled newspaper at a price that may prove financially beneficial to the city or township. Second, there is a world-wide deficiency of wood fiber. In addition, there has been an increasing demand which our forests will not be able to meet. In the United States alone, over 40 million tons of waste paper are discarded each year. The ecological effects of simply reusing this material are obvious. it will help stop the wanton destruction of our surroundings by conserving our evaporating resources.

America was once a paradise of timberland and stream but it is dying ... what man calls civilization always results in deserts ... each generation wastes a little more of the future with greed and lust for riches in the present.

Don Marquis

In conclusion, it is our hope that after reading this report and coming to grips with both the ecological need and economic feasibility of a recycling program, prompt and effective steps will be taken to save our environment.

EXISTING MUNICIPAL RECYCLING PROGRAMS

Hempstead, New York

The town of Hempstead in Long Island in New York State, instituted a mandatory program for the separation of newsprint from other solid waste in June of 1971. The town has 850,000 residents, a 123 square mile area, and a population density of 7,000 per square mile in over 220,000 dwelling units.

Of the 850,000 residents, approximately 300,000 are under the direct jurisdiction of the Department of Sanitation, headed by Sanitation Commissioner William J. Landman. There are twenty-two incorporated villages which govern their local affairs, according to the State Charter. The thirty-four unincorporated areas are governed by the corporate entity entitled the Town of Hempstead, and are currently involved in the mandatory recycling program. The incorporated villages, though not affected by this program, have established similar operations. Because of regional interests, both the incorporated and unincorporated areas are represented on the County Board of Supervisors by the town's Presiding Supervisor, Francis T. Purcell, and Supervisor Alfonse M. D'Amato.

In late 1970, an eight-week pilot program involving 2400 homes in Levittown, in the town of Hempstead, was organized on a voluntary basis. The successful pilot program, with several necessary changes, effected the establishment of a regular weekly collection of bundled and tied newspapers. The town of Hempstead does not collect magazines, cardboard, or other such materials along with the newspaper because this mixed material has a considerably less salvageable market value than pure newsprint and would adversely affect the economical balance of the program.

It was recognized that the removal of newspaper from solid waste would represent a reduction of approximately ten percent in the amount accumulated for disposal. A recycling program would not only reduce the amount of solid waste incinerated, but would also assist the town in its ecological efforts. The Department of Sanitation is also investigating the possibility of developing a disposal facility which would remove metal and glass from solid waste prior to incineration. At present, residents of Hempstead are encouraged to bring aluminum cans and glass bottles to recycling centers which have been established, and which transport these materials to commercial recycling plants.

The Division of Sanitation of the town of Hempstead developed the following five-point program to help solve the solid waste disposal problem:

1. the establishment of weekly collections of newsprint

2. the establishment of recycling depots for aluminum cans and glass bottles

3. the stimulation of industrial sources to utilize the recycled materials

4. the inclusion in future specifications, by the Purchasing Agent of the town of Hempstead, of the practical uses of recycled paper and other materials

5. an amendment of the sanitation code of the town of Hempstead to establish a mandatory recycling program for its residents.

Community interest in the program was established through the distribution of brochures to residents and extensive coverage by the newspapers and the major television network. The amendment to the sanitation code helped to publicize the town's efforts and also determined specific pre-collection practices.

The town residents have responded with eighty percent cooperation under the mandated program. The remaining twenty percent is collected by charitable organizations for fund-raising projects, with a certain percentage lost to scavengers. Summonses have been issued to these scavengers, who represent the only problem detected in the program thus far.

The newspaper collected brings the sum of $10.00 per ton plus savings of incineration costs at approximately $9.00 per ton, as opposed to the cost of operating a vehicle at about $150.00 per day for manpower and equipment. A crew of three men and a truck require $115.00 per day for labor costs (including benefits), $10.00 per day for vehicle amortization costs (6 year-6day week), and $25.00 per day for vehicle operational costs. Each vehicle collects eight to ten tons of paper per day.

The sale of the recycled newspaper does, therefore, cover the costs of the operation. Collection of paper occurs on the same day as regular refuse collection, and has not caused the need for additional collection personnel.

Five of the town's eighty compaction trucks are used in the recycling program. The average truck makes two loads per day of approximately five tons each. There has been no damage done to the trucks because of the type of load or weight of the paper carried. To avoid additional handling costs, the paper is delivered by the pick-up vehicles directly to the outlet, where it is weighed. The town of Hempstead has developed a dependable market of several hundred tons of paper per week, and there is even a demand from the disposal facilities for more paper.

More than 75,000 households contribute to the weekly collection of separately bundled and tied newsprint which totals 180 to 250 tons of newspaper each week. Because the recycling program is basically self-sustaining, there is no anticipated change in the collection fee assessed each homeowner, The funds received from this project are used toward operating costs in the next budget year.

West Orange, New Jersey

The West Orange Recycling Program had its beginning in a chapter of the Anti-Pollution Reclamation Center, which involved persons of high school age. The pilot program which resulted, used the curbside pick-up method. This program lasted for one year and involved five hundred to six hundred homes. The information was distributed from door to door and the refuse was picked up by scavengers in town trucks and taken to the paper mill. However, the program had to be discontinued because the trucks were needed in times of snow to serve the community.

Since the pilot program was fairly successful, the idea and enthusiasm remained. Needed to back the program was the support of a strong mayor-council system, the town paper, a volunteer system already at work and paid people going door to door with information. After obtaining these essentials, the coordinator discussed with the town mayor and council the funds needed, which were granted.

The goal of the project was not to make a profit but to lower the garbage contract by the new method of collection. The contract, as it stood, was $450,000; by 1975 it is hoped that a cutback of $200,000 will have been made.

The project itself served approximately 4600 families living in primarily single family residential areas. Apartments were not serviced because of the lack of space and storage, although preparations are being made to include them in the program. In addition, schools in West Orange have two receptacles in every classroom with pick-up once a week.

People involved in the project are informed of pick-ups by door-to-door workers who are paid $3.25 per hour. In residential areas, pick-up is generally every three weeks while in places that lack storage space, it is every two weeks. Included in the pick-up are brown and green glass with aluminum rings removed, newspaper, paper, cardboard, magazines, and other forms of refuse with the exception of plastic. For the average family, it takes approximately five minutes a day to separate the glass and pack paper.

Used in the pick-up are two trucks: one twenty-foot and one twelve-foot truck. They are operated by a scavenger who is hired by the town and received the money. (During heavy precipitation, refuse is not collected.) From these trucks, the garbage is loaded on a thirty-five foot trailer and is taken to the Whippany Paper Board. The garbage consists of: 50 percent newspaper, 25 percent glass, and 25 percent recyclable material.

Due to the worldwide shortage of paper, there is increased need for recycled goods, and most newspapers and paper companies are ready and willing to support projects such as the one in West Orange. Therefore, the town or scavenger would benefit by this method of collection of refuse. The following results indicate the profit reaped:

1 cent per pound of glass
25 cents per pound of newspaper and other papers
$10-15 per day after all is added up

Abington Township, Pennsylvania

Abington Township, Pennsylvania, a suburb of Philadelphia, has recently embarked on an unusual program to ease environmental problems by decreasing its contribution to solid waste pollution. This community of approximately 64,000 residents has begun a township sponsored clear glass recycling program, utilizing regular curbside pickups.

Recycling was first begun in Abington Township as a purely volunteer effort. A local environmental group was instrumental in establishing a Glass Redemption Center which started operation in March of 1971. It accepted clear, brown, and green glass.

It was soon realized that the Redemption Center, like many others, was an inefficient method of dealing with the solid waste problem.

Only a small percentage of the township's glass waste was brought to the Center. The Township Board of Commissioners was urged to investigate the possibility of a township-wide curbside collection of clear glass. The first step was a pilot program to test its feasibility. An area of the township consisting of 550 homes was selected for the project. Two clear glass collections, two weeks apart, were scheduled for the pilot area.

A mailing was sent to each home several weeks before the first pick-up date. This was followed by flyers, distributed door-to-door, reminding residents to put out their glass and instructions on how to prepare it. The distribution of flyers was repeated before the second collection to remind residents.

Due to the short notice given residents, the tonnage of glass collected was relatively low. More important, however, was the participation of close to fifty percent of the pilot homes in at least one of the collections. Considering the difficulties of informing residents and altering long-standing habits, the success of the pilot project was considered sufficient to warrant careful consideration of a township-wide program.

After extensive discussion between the Township Board of Commissioners, the township Environmental Committee and a local environmental group, the Commissioners approved a schedule of curbside glass collections starting in May of 1972.

A massive educational effort was necessary to inform township residents about the new collection dates. All information regarding refuse collection was included in the official township calendar which had already been mailed to all homes. The cost of an additional mailing was considered prohibitive, so local newspapers, radio coverage, flyers and posters were used to reach the residents. (This year's information on dates for collection was included on the town calendar.) The project also received the assistance of churches, schools, merchants and other community groups.

The collection began in May of 1972 and averaged one pickup a month for the remainder of that year. In 1973 an improved schedule was developed and included a regular monthly collection day.

The Township's regular compactor trash collection trucks were used for the clear glass collections. The glass was brought to the Public Works yard where it was dumped on an area black-topped specifically for the glass. Although the purchase of special glass crushing machinery had been considered, it was determined that the most efficient method of crushing large quantities of glass would be to drive a caterpillar-treaded bulldozer back and forth over the piles of glass. This proved to be a most expedient method as at least fifty tons of glass were crushed within an hour.

The crushed glass is loaded into a large open-bed tractor-trailer which holds approximately twenty to twenty-two tons, and is transported to the Owens-Illinois Glass Company in Bridgeton, New Jersey, approximately 90 miles away. Owens-Illinois pays $20 per ton for the glass. Township-owned equipment and regular department employees are used for the entire operation and the glass is taken to the glass company at the township's convenience.

The trash collection system formerly in use in Abington Township consisted of twice-weekly collections of combustible and bi-weekly collections of non-combustible material. In June of 1972, the township incinerator was closed down and the township now sends all of its solid waste to the Montgomery County Sanitary Landfill. As of January, 1973, residents could combine combustible and non-combustible material was then utilized for the collections of clear glass and newspapers.

Abington Township received $20 per ton for the glass it collects. In addition, there are financial savings which must be included in any cost-revenue calculations. The Township pays Montgomery County $6.00 for every ton of solid waste which is deposited in the landfill. Therefore, each ton of glass separated out for recycling is worth a total of $26.00 a ton.

The largest cost item is operating expenses for the collection trucks. This cost is based on an hourly rate with an average collection time of five hours and includes gasoline, tires, depreciation, maintenance and insurance. The average monthly cost for operating expenses for 11 trucks was $135.21 per month.

Labor costs might have added substantially to this figure, but Abington's payment system precludes this additional cost. Public Health Department employees who handle collections are paid for a five-day, 40-hour week and operate on a special incentive system. If they complete their assignments in less than the eight hour work schedule, they are free to leave without loss of pay. As all of the collections in 1972 were completed during regular working hours with no additional employees, out-of-pocket labor costs in this program were zero.

The total amount of clear glass collected in the seven collections in the year 1972, was 194 tons. This resulted in revenue of $3,880 and landfill savings of $1164 or a total of $5,044. Deducting operating expenses, the net result to the township was $4,097.53.

In the year 1973:

	TONS	REVENUE	$6/T SAVINGS IN DISPOSAL COSTS
Clear Glass	377 @ $20/T	$ 7,540	$2,262
Newspaper	200 @ $12/T	2,400	
	53 @ $14/T	742	1,518
Total	630	$10,682	$3,780

(According to the Refuse Department in its monthly reports, the number of collection days, number of man hours and the number of truck hours has been the same or less than in 1972.)

Had it been necessary to include labor costs the following figures reflect estimated costs for Abington:

2 collectors @ $3.54/hour plus 16% fringe benefits
1 driver @ $3.76/hour plus 16% fringe benefits

The total cost per truck/hour would be $12.57. Figuring 11 trucks operating for 5 hours each, total labor costs per monthly collection would be $691.35. This would bring the total monthly collection costs including labor to $826.56.

In addition to the clear glass collection, Abington will also begin a monthly newspaper collection, while brown and green glass will continue to be accepted at the Redemption Center on a volunteer basis.

The participation figure for glass pickup is 31 percent and is growing. (Collection is still voluntary.) Newspaper participation is 20 percent (not including the Boy Scouts, etc. who pick up 100 tons a month or the scavengers). They anticipate growing community participation and a reduction of solid waste sent to the landfill plus a substantial dollar profit for the Township.

Highlights of Recycling in Abington, Pa.

1. The program saves landfill space and landfill costs of $6.00 per ton.
2. The Township received $12.00 a ton for paper and $20.00 a ton for glass.
3. Voluntary collection at a central center was unsuccessful but curbside pickup has enjoyed great success.
4. Glass must be crushed in Abington, but it is done cheaply and efficiently by a caterpillar tractor.

Allentown, Pennsylvania

The City of Allentown began its trial newspaper recycling program in September, 1972, with approximately 2,000 homes in the west end of the City. The residents were asked to tie their used newspapers into bundles and put them at the curbside once a week on regular garbage collection night. They also asked that magazines be eliminated from these bundles.

The cooperation from residents in the test area was excellent and was therefore expanded to cover the entire city in January of 1973. The program was initially recommended by the City's Ecology Advisory Committee, composed of representatives of the Mayor's administration.

A poster campaign was conducted prior to the start of the city-wide program. Students from area high schools visited businesses in the city and asked each proprietor if they would display a "Save a Bundle" poster somewhere in their establishments. The response from the business people was excellent.

Allentown's newspaper recycling program is tied into the garbage collection program. The city uses the service of a private contractor for the newspaper pickup. He is under contract to the City of Allentown for $1,050 per month to provide one pick-up at every residential home in Allentown, approximately 28,000 stops. This base cost includes transportation of the material to a scrap yard in Allentown. The contractor uses both separate trucks and racks like those used in the Madison, Wisconsin program on the regular garbage trucks to handle the pickup.

The City has been averaging about 10 tons of newspaper collected each week since the beginning of the city-wide program. The salvage value of the newspaper is $15 per ton. The response from residents is reported to be declining. Part of the problem may be blamed on scavenging. The city is currently implementing legislation which may help to alleviate the problem.

Clifton, New Jersey

The City of Clifton passed its first ordinance concerning newspaper separation and collection on January 3, 1974. The program goes into its demonstration period for four months, to begin on March 1, 1974. Certain regulations were set up concerning the separation of the newspapers: used newspapers are to be separated from garbage and trash; tied in packages not exceeding fifty (50) pounds; and placed at the curb for collection on designated days. As a deterrent to scavengers, the newspapers become the property of the City, and anyone caught with the papers without authorization will be punished accordingly.

The program for Clifton has been mandatory with a strict enforcement. Any person, firm or corporation who violates or neglects to comply with the program shall be punished by a fine not to exceed the amount of $200.

All newspapers are to be placed at the curb for pickup by a private contractor selected by the City by a method of bidding. The City furnishes, at its own expense, a person to act as a helper and to maintain a log to record pertinent details of the demonstration period. The newspapers are to be brought to the contractor's plant for weighing, processing, baling and shipment to a local recycling mill for conversion into newsprint. The revenues derived from this process will become property of the contractor.

The contractor is also responsible for the provision of a "Dinosaur" type roll-off container of 30 cubic yards to be placed at two locations designated by the City. The contractor is responsible for the delivery and removal at no cost to the City during the term of the contract. The City is responsible for the proper supervision and security at the stations to insure that only used newspaper is deposited, and that the units are protected against vandalism, fire and pilferage. Upon removal the contents are to be treated the same as the curbside materials, including a log on the quantity and time period to fill the container.

There is no direct payment expense to the City during the entire demonstration period; nor is there any payment to the City for any paper collected other than that amount stated in the bid proposal.

Newspapers are to be collected twice a month for every dwelling unit in the City on regular garbage collection days. The City, in an effort to prevent the breakdown of the program, shall, to the best of its enforcement ability, prevent curbside pilferage by night scavengers.

The contractor is responsible for the promotion of the program by the means of the daily newspaper covering most of the City, and for the distribution of schedules, flyers, press releases, assembly programs, information handouts and notices.

Fullerton, California

In October of 1973, the city council of Fullerton, California established a voluntary recycling program. The program was made voluntary because of concerns about enforcement and the physical segregation problems at apartment complexes, and because it would not interfere with fund-raising projects of charitable organizations.

The City Administrator, William F. Lornett, was advised by the city council to advertise for proposals from companies which would accept an initial one-year contract to undertake the curbside pickup of bundled and tied newspaper, in accordance with the City's regular routes and schedules for refuse pickup. The proposal was to state the price per ton to be paid and the frequency of pickup. Six proposals were received, the most attractive from Golden West Paper Fiber of Orange. This company would pay $5.00 per ton for the newspaper based on public scale weight certificates, $7.00 per ton over 100 tons per months, and would make a once-a-month curbside pickup.

The contract made with Golden West Paper Fiber of Orange contained the following specifics of service: (1) once-a-month service coinciding with the City's regular routes and days; (2) a one-year term with a two-year renewal option with a 60-day termination notice prior to expiration of the first year; (3) price re-negotiation, based on cost factors and market fluctuations, after one year; (4) the appearance and operation of the collection vehicles; (5) the contractor's telephone complaint processing and field follow-up service and; (6) the payment schedule.

The regular refuse collection contractor for Fullerton had not shown interest in undertaking the newspaper pickup, and he relinquished his rights to the separately bundled newspaper because it decreased the amount of his pickup. The residents were asked to bundle and tie their newspapers, or to place them in a receptacle marked "Newspapers." Some scavengers were found to be picking up newspapers which were placed curbside, and the Fullerton police were directed to cite such violators. Some of the newspaper bundles were not picked up during the initiation of the program, but this problem has now been solved, as the contractor has learned the routes.

Fullerton's 90,000 population generates 17 tons of newsprint daily, but much of this amount will never reach the recycling program because newspaper is not segregated from other solid waste in the many apartment complexes in the City. A pilot program is currently being run at one apartment unit, in which two bins, one for refuse, and one for newspapers, are used.

The voluntary recycling program in Fullerton was begun because of its ecological benefits, and because of its expected financial success at the market price for newsprint. Recycled paper requires less power to produce than the virgin product. It is estimated that three typical size trees must be used to make the equivalent paper pulp produced by five tons of the recycled product. Current indications are that newspaper will resell at a higher level for some time. Fullerton's income for its first quarter under the program was $950.00. This amount exceeded the initial cost of advertising the program through the use of the newspapers. The city council and residents of Fullerton seem to be pleased with their voluntary newspaper recycling program.

Greenbelt, Maryland

Greenbelt operates on a mandatory system of newspaper collection and separation from other household refuse. When the program was instituted, the City was already providing a voluntary program of newspaper collection that was costing more than double the revenues received from the sale of the paper. One problem with the voluntary program was that it was undertaken over and above the regular refuse collection program, thus necessitating additional use of Public Works Department laborers and equipment.

By instituting a mandatory paper collection as part of the City's regular refuse service, they were about to cut back on the level of services performed without an increase in collection costs. The result was an increase in its refuse collection revenues through the sale of newspapers without increasing labor or equipment for paper recycling. The mandatory separation of newspapers resulted in a substantial cost benefit to the City.

Greenbelt's population is over 18,000, but the refuse collection service is offered only to about 9,000 residents. It is financed quarterly by a service charge. Private scavengers service most of the apartments in the City. The City services about 2,500 dwelling units, of which 1,600 are clustered town houses, 600 are single family houses, and the rest are apartments. All refuse collection is door-to-door. The City offers the collection service three times a week, the service charges of which have been less than the cost paid by many people for once a week curbside pickup. This is due to the modest landfill costs.

Greenbelt and the town of College Park share a landfill located about a mile from the City. Operating costs are minimal, and the land has been offered at virtually no cost. It has been estimated that the newspaper collection in the mandatory program constitutes more than 20 percent of the household trash collected.

When the mandatory program was instituted, one of the three regular trash pickups was eliminated and newspaper was picked up instead. Residents were told to place their used newspapers, either bagged or bundled, next to their regular trash containers. The papers are sold to a scrap salvage firm located closer to the City than the landfill location. The disposal costs are minimal and they get paid for what they dispose of. The end result is a reduction in the cost of refuse collections and an increase in the quantity of newspapers recycled.

Prior to adopting the ordinance that required the mandatory program, residents views were solicited in two forms: A letter was mailed to all refuse customers advising them that a mandatory program was under consideration. The results were split as far as favoring and opposing a mandatory program. A random telephone survey was also conducted, whloh indicated a favorable response to the proposed program.

Before the mandatory program, thirty-four tons per month were collected; under the mandatory program fifty-nine tons per month are collected, a 73 percent increase. When the program began they were receiving \$6.00 per ton, which has now increased to \$15.00 per ton. Under the old system, the estimated costs were about \$28.00 per ton; now the cost is about \$35.00 per ton. Since they now receive \$15.00 per ton, the net cost is \$20.00. The savings of landfill is about \$3.00 per ton, reducing the net cost to \$17.00. It is cheaper, therefore, to recycle than to landfill.

The possible pitfalls of the mandatory system are that the demand for recycled newsprint is not stable, but limited. If all cities followed Greenbelt's example the bottom would fall out of the market and the profit would vanish.

Irvington, New Jersey

On April 14, 1970, Councilman Skirbst submitted Ordinance MC 2252 for its first reading at a meeting of the Council of the Town of Irvington. This ordinance was to amend sections of the Irvington town code which dealt with collection and removal of garbage.

Specifically, the ordinance provided for the following:

1. Garbage such as "paper, wood articles, old shoes, cardboard or other refuse or rubbish that will burn" is to be placed in a watertight metal can or placed at the curb for collection on days chosen by the Director of Public Works.

2. All paper, except newspapers and excelsior, is to be put in paper bags or tied into bundles before placing in the metal can; or it may also be placed in plastic bags, properly tied and not exceeding thirty pounds.

3. Newspapers are to be bundled and tied in packages not over fifty pounds and placed separately at curb for collection.

4. Cartons, corrugated boxes and containers are to be flattened, bundled, tied, and placed at curb for collection.

The Council adopted the ordinance at this first reading. It was adopted on the second reading after the hearing on A[illegible]8, with five Councilmen voting for, one against, and one abstaining. It was submitted and approved by Mayor Harry Stevenson the following day. As was provided by law, the Ordinance went into effect upon passage.

To indicate the outcome of this ecological effort, the following is from the annual report by the Sanitation Division of the Department of Public Works in Irvington for 1972.

> During the year 1972, the Sanitation Division (consisting of thirty-five permanent employees) made 5,708 trips to the Kearny Dumps. The estimated number of cubic yards of disposal material was 113,610 cubic yards or an estimated 34,138 tons.
>
> This work was accomplished through the use of our own equipment consisting of thirteen refuse packers, one pickup truck and two dump trucks.

West Hartford, Connecticut

The town of West Hartford provides four recycling endeavors. Included in these programs is one for recycling of paper. This program is the most popular, and involves a house-to-house collection of newspaper. The Town Council adopted an ordinance requiring all residents to "...separate newspapers from the Town-approved containers for storage of garbage."

This program has been in operation since March of 1971. They are now averaging about 50 tons of newspaper per week. These are taken to a dealer in Hartford and sold for a low of $3.00 and a high of $10.00 per ton.

The Town is receiving about 25 percent participation of the homeowners in this program and hopes to increase it to 50 percent by a series of media coverages.

Millburn, New Jersey

The Township of Millburn is like other area municipalities in their pickup and disposal of waste paper. Giant bins are located in the town's garage yard where residents can bring paper, glass and aluminum. These items are then taken care of by the town.

In addition, a contracted paper dealer collects paper at the curb once a month at an average of 60 tons per pickup.

POTENTIAL MARKETS

Thatcher Glass Manufacturing Company, Inc.

Thatcher Glass Manufacturing Company, Inc., located on Washington Street in Wharton, could be a significant tool in a recycling program if utilized properly as well as creatively.

This company opens at 8:30 in the morning until 4:00 in the afternoon, receiving truckloads of glass from individual citizens on weekends from 9:00 in the morning till 1:00 in the afternoon. Hoppers are placed outside the gate for all individual donations; no money is paid for these.

Discussion with a representative from personnel revealed that the company pays 1 cent per pound. It will accept clean amber or clear glass. Labels may be present. However, bottles with rings, metal, or aluminum foil are deemed unacceptable. It is suggested that a town dump truck be used to transport the glass. The vehicle must be weighed twice, first when empty (possibly by Rutan Coal and Oil Company on Blackwell Street in Dover), second when full.

Whippany Paper Board

The Township of Parsippany may contract directly with the Whippany Paper Board for the recycling of paper (preferably newspaper or cardboard).

The Paper Board will pay $17.00 per ton of newspaper tied in bundles and placed at one designated point in the Township. Whippany Paper Board will pay $28.00 per ton of newspaper tied in bundles and delivered to the mill.

Parsippany could have either of two basic programs. One is voluntary where the township provides a container for citizens to drop off newspapers. Whippany Paper Board would then provide the trucks to take the paper to the mill.

The other is mandatory for which a law or ordinance must be passed. Citizens would tie up their paper and leave it on the curbside for the Township to pick up and deliver to the mill weekly.

RECYCLING PROGRAM FOR PARSIPPANY

In our opinion, the preceding reports demonstrate the economic feasibility of municipal curbside pickup of recyclable materials. The program in Parsippany, however, would be influenced by these factors:

Population density – The sprawling size of Parsippany, with large distances between many housing clusters (e.g. Puddingstone and Rainbow Lakes sections) could hinder the collection of recyclable materials. However, a township very similar to ours, Abington, Pennsylvania, has had a successful program despite this difficulty. According to the Director of the West Orange Department of Waste, the major factor is the distance between individual residences, which is not a problem of Parsippany.

Price and Demand – Parsippany is uniquely located, for it possesses immediate proximity to both paper and glass companies. Furthermore, the price paid for these materials in our area is either at or above the national average. The Whippany Paper Board Company for example, has offered $28.00 per ton for recycled paper, a figure higher than any other price encountered in our research.

Population Participation – Our survey has concluded that the population of Parsippany is eager to participate in a recycling program of this type. Experts on recycling indicate that 50 percent participation is a worthwhile goal in recycling. Our survey projects our participation figure at close to 85 percent.

Should Parsippany institute a voluntary or mandatory program?
Voluntary public participation in a used newspaper collection program can only prove successful if the public's enthusiasm is kept high by support from the media and various community groups dedicated to environmental improvement. Municipal Ordinances which require separate newspaper collection and forbid such collection by non-authorized scavengers will result in higher returns, but these require public support. Our research indicates that this type of program supported by an ordinance would be desirable. Samples of standard ordinances, mandating separation and prohibiting unauthorized pickups, can be found at the end of this report.

Collection Techniques – Two proven methods of separate newspaper collection are in use in community programs such as we propose.

A. Rack systems – Newspapers are tied into bundles by the householder and placed with, but separate from, refuse for municipal collection. This may vary if trash pickups are specified for curbside or backyards. Some municipalities provide residents with separate containers in which newspapers are saved and placed at the collection site. The newspaper bundles are picked up on regular collection days and placed in separate racks attached under or behind the compactor truck. Where collections are made on both sides of the street simultaneously, racks are located on both sides of the truck. In cases where racks become filled before the truck itself is completely filled, the newspaper can be transferred to dump bins or vans located in the collection area. Otherwise, the newspaper is unloaded into separate vans at the same refuse depot where the truck is unloaded. At the conclusion of the daily collection, all newspapers are unloaded into a larger truck, van, or baler, depending on the available equipment, and delivered to the newspaper contractor at a designated and central location.

B. Separate truck – Some communities prefer to designate separate trucks for used newspaper collection. This permits the use of municipal crews with vehicles which are already at hand. It also means that schedules for newspaper pickups can be less frequent or different than regular trash collections. A collection every two weeks is suggested. In a typical situation, a three man crew including the truck driver, collects newspapers from both sides of the street. Resident responsibility for separation and bundling remains the same. Because no trash cans need be returned to the curbside, the newspaper is transferred to the contractor's larger truck or rolloff container. These two types of pickup operations are used by:

1) Municipally operated programs
2) Community-wide newspaper pickups handled by private firms under contract to the municipality for refuse collection
3) Private contractors retained only for separate collections.

The Institute class feels it lacks the expertise to make a recommendation as to the specific type of program to be instituted in Parsippany. The town council and Department of Public Works should examine the alternatives and decide which is most appropriate for the Town of Parsippany. Under the sponsorship of Mr. Auerbach's office, we are, however, instituting a pilot program of paper recycling in portions of Parsippany. This program, outlined in the next section, should provide much of the data needed to determine the overall program.

PLANS FOR PAPER RECYCLING PILOT PROGRAM

1. Site: The areas known as Glacier Hills, Glacier Hills Estates and Sedgefield containing approximately 500 homes.
Analysis: Portions of this area have already participated in this type of program, so a good response is probable.

2. Method of Collection: Collection will be handled by the Department of Public Works and will take place on alternating Wednesdays beginning May 8, 1974, and continuing for a period of six months. (13 collections) May 8, 22; June 5, 19; July 3, 17, 31; August 14, 28; September 11, 25; October 9, 23.

Analysis: This method of collection is uneconomical when compared to other possibilities, yet it will fulfill the purpose of the pilot program — to gauge citizen participation.

3. Collection Details:

A. Newspapers will be bendled, firmly tied (with string or cord) and placed at the curb by the homeowners.

B. Cardboard (paperboard) and magazines will also be accepted when securely tied.

C. In case of drizzle or light snow, paper should be covered. If the rain is persistent, paper should be held for next collection day.

D. If residents wish to donate their paper to charitable organizations, they will be permitted to do so.

E. Whippany Paper Board Company will pay $28.00 per ton for paper of this type if delivered by the town.

Analysis: A study of municipalities with programs of this type revealed that:

1) Residents accumulate large amounts of paper in a fairly short period of time.

2) The price paid for paper is at an all time high. Therefore, it would be economically advisable to limit our program to paper recycling at this time.

3) A survey of areas with paper recycling programs pointed to a high rate of scavenging. The Police Department should be alerted to this possibility.

4) Delivery: The Parsippany-Troy Hills Department of Public Works has volunteered to provide delivery of paper to the Whippany Paper Board Company.

5) Publicity: The program will be announced at a public meeting on recycling to be held at the Parsippany Hills High School auditorium on April 11, 1974. The Political Institute will conduct a door-to-door campaign to alert residents on the program. A backup telephone campaign will also be utilized. The town will be responsible for the printing of notices concerning collection details to be distributed (a) by the Institute, (b) via town mailings, and (c) in the schools. The town will also print a small number of posters for display in the schools and in other public places.

SURVEY IN PARSIPPANY

In order to get a true appraisal of how the constituents of Parsippany feel about a paper recycling program, a survey was taken of 5 percent of the registered voters. The survey consisted of four questions, with the final question the most important. The results indicate that the town is overly in favor of PAPER RECYCLING.

Five percent of the registered voters were picked for the survey. This was executed by separating the 38 voting districts in half and then randomly selecting 5 percent of the voters in each district. The rationale for using all voting districts was to insure equal representation from all geographic regions of the Township. From the viewpoint of the Institute this is the most equitable form of survey possible in Parsippany, reaching all economic and geographic centers.

The survey was executed over the telephone between 7:00 and 9:00 p.m. Each caller was given four questions to ask and instructed to use an objective style in questioning so as not to detract from the credibility of the survey. The four questions developed for the survey were:

1. Do you feel that there is a paper shortage in the country?
2. How do you dispose of your paper products?
3. Are you willing to separate paper products from your normal garbage?
4. Do you think the Township should provide for the special collection of paper products other than the weekly garbage collection?

Each question required a simple "yes" or "no" answer except number two, which was broken down into three parts. The fourth question was the most important, with the other three as "lead ups" to it. However, the first three did serve to indicate the people's opinions on paper disposal in general. The surveyors did everything possible to insure that their questioning was objective, thus keeping its credibility at a high standard.

The results of the survey clearly show that the citizens of Parsippany are in favor of a curbside paper recycling project. In response to question number one, 57 percent believed there was a paper shortage, while 43 percent did not. When asked how they disposed of their paper wastes, 45 percent throw paper away; 26.5 percent save and donate it; and 31.5 percent do both. Ninety-three and one-half percent are willing to separate their paper products, while only 6.5 percent are not. The fourth and most revealing question showed that 89 percent of those polled "believe that the Township should provide for the special collection of paper"; however, 11 percent did not. Most of the people surveyed would not be in favor of the project if it would cost them more money. While most people seem willing to separate paper from garbage, in reality this may not work. Therefore, we suggest that a pilot program be run in order to show the overall types of cooperation a program such as this can expect. The end product of the survey shows that many people are in favor of a mandated collection and recycling of paper (89 percent). With continued support it will run efficiently.

PILOT PROGRAM IN THE HIGH SCHOOL

The initial purpose of the high school pilot program for the collection of waste materials was to learn approximately how much paper was accumulated in a normal school day and to decide whether or not a recycling program would be feasible in a classroom situation.

This experiment ran for one school day and was limited to eight classrooms, each from a major area of study, and to the school's main office. The scheduled date for the project was March 20, 1974, and teachers and custodians were notified beforehand of the experiment and asked not to disturb the waste receptacles. During the course of the six-hour day, approximately twelve to fifteen pounds of refuse consisting mostly of paper products, were accumulated. Since there are roughly ninety classrooms in Parsippany Hills High School, anywhere from 130 to 170 pounds of waste material are grossed in a *single* day, about 750 pounds per week.

The supervisors of this program definitely feel that the results of the experiment clearly indicate a strong need for a new method of disposal in our school systems. Recycling of paper products would reduce the amount of waste disposal every day, and would possibly provide a monetary gain both for the community and for those involved in the collection. As the above figures demonstrate, the public schools are as good a place as any to begin such a massive and rewarding recycling effort in Parsippany.

CONCLUSION

The proposed recycling program for the town of Parsippany, New Jersey, resulted from extensive research on the many components of this necessary program, by the Institute for Political and Legal Education Class of Parsippany Hills High School. Many hours of work went into library research, personnel interviews, tedious surveys, and a paper collection drive within the school. This investigation has made evident the fact that the adoption of a recycling program would be beneficial to the town, both economically and ecologically, and that the residents of Parsippany are overwhelmingly in favor of this type of project. The collaborators on this report hope that our sincere efforts have not been in vain, but that the numerous merits of paper and glass recycling, manifested in the report, will include the town of Parsippany to take action toward the establishment of a mandatory recycling program.

Economically, the proposed program would save the taxpayers money. On a nationwide basis, taxpayers pay on the average of \$50 per ton to dispose of wastes by dumping or burning. The Whippany Paper Board is willing to pay Parsippany \$28 per ton of collected paper, which is ten to fifteen dollars more per ton than the amount paid to such towns as Hempstead, N.Y., Madison, Wis., Abington, Pa., and West Orange, N.J. where paper and glass recycling programs have achieved tremendous success. The recycling of glass bottles has also proved profitable, and Parsippany could receive one cent per pound of glass from Thatcher Glass Company in Wharton, N.J. Because the market price for both glass and paper is steadily increasing, a recycling program which would eventually include these two materials would prove to be economically feasible, as well as ecologically beneficial.

During the last few decades we have learned that we must think not only about natural resources as material utilities, but also about the whole environment as a resource that can be depleted or worsened by misuse. Unless we can find remedies, the quality of life for our own and future generations will be dulled and diminished. A recycling program in Parsippany may seem like a small step in solving our serious ecological problems, but it is a necessary step toward a cleaner, healthier, and less abused environment which cannot be neglected any further for our own well-being.

SAMPLE ORDINANCES

Following are typical examples of two types of municipally used newspaper collection programs. Although voluntary collection programs sometimes work effectively, it is strongly recommended that both ordinances be enacted. Even in towns where voluntary collection is in effect, the second ordinance restricting scavenging is a necessity.

A. Sample Ordinance to Promote Separation

Section 2. section 13-28 of the Town Code is hereby supplemented by adding the following subsections:

Section 13-28 (a) Garbage as defined in Section 13-1 and paper (excluding newspapers), wrappings, yard clippings, leaves, and similar materials (not exceeding thirty pounds in weight) may be placed in durable plastic bags, properly tied, and placed at the curb for collection on the usual collection days designated by the Director of Public Works.

Section 13-28 (b) Newspapers shall be securely bundled, tied in packages not exceeding fifty pounds, and placed separately at the curb for collection on days specified by the Director of Public Works under rules and regulations so prescribed.

Section 13-28 (c) Corrugated or cardboard boxes, cartons, and containers shall be flattened and securely bundled, tied, and placed at the curb for collection on the usual garbage collection days designated by the Director of Public Works.

Section 3. If any section, subsection, sentence, clause or phrase of this Ordinance is held invalid by any Court of Competent Jurisdiction, such portions shall be deemed a separate and distinct and independent provision, and such holding shall not affect the validity of the remaining portions hereof.

Section 4. All ordinances and parts of ordinances in conflict or inconsistent with the provisions of this Ordinance are hereby repealed.

Section 5. This Ordinance shall take effect upon passage and publication as provided by law.

B. Sample Ordinance to Restrict Scavenging

128-6. (a) Precollection practices in collection districts

Separation of refuse. Garbage, ashes, and any other kinds of refuse shall be placed and maintained in separate containers except that refuse in the form of newspaper waste (discarded newspapers) shall be placed and maintained for pickup, collection, and recycling as hereinafter provided. After adequate notice has been published, posted, and publicized for a respective collection district or particular collection area, it shall be mandatory for persons who are owners, lessees or occupants of residential dwellings and persons hereinafter described in the enumerated subdivision of this section, to separately bundle newspapers for pickup, collection, recycling. Said newspaper waste shall be compacted and securely bundled, tied, and packed as hereinafter described in Subdivision (1) of this section. When refuse in the form of discarded newspaper is placed within the vicinity of the curb for pickup, collection, and recycling, it shall become property of D.P.W., and any person other than an owner, lessee, or occupant or representative of D.P.W., or a person acting on behalf of any religious, charitable, or veterans organization having a charities registration number with a New York State Department of Social Services who picks up said refuse for his own use, shall be guilty of an infraction against this section. (Amended 5-4-71 by L.L. No. 45, 1971, effective 5-10-71.)

CITY OF CLIFTON

ORDINANCE NO. 419474

AN ORDINANCE TO ESTABLISH A PROGRAM FOR THE COLLECTION OF USED NEWSPAPERS FROM THE RESIDENCES OF THE CITY OF CLIFTON FOR RECYCLING PURPOSES: TO EMPOWER THE CITY MANAGER TO ADOPT AND PROMULGATE REASONABLE REGULATIONS THEREFORE: AND TO FIX PENALTIES FOR THE VIOLATION THEREOF.

Whereas, conservation of recyclable materials has become an important public concern by reason of the growing problem of solid waste disposal and its impact on our environment.

Whereas, there is an increasing necessity to conserve our natural resources;

AND

Whereas, the collection of used newspapers for recycling purposes from the residences in the City of Clifton will, for the reasons hereinabove set forth, foster and promote the general public interest.

NOW, THEREFORE, BE IT ORDAINED by the Municipal Council of the City of Clifton:

1. DEFINITIONS:

   (a) "Used Newspaper" – the term "used newspapers" as used herein shall be deemed to include paper of the type commonly referred to as newsprint and distributed as stated intervals, usually daily or weekly having printed thereon news and opinions and containing advertisements and other matters of public interest. Expressly excluded, however, are all magazines or other periodicals as well as all other paper products of any nature whatsoever.

   (b) "Solid Waste" – the term "solid waste" as used herein shall be deemed to include all garbage and rubbish formerly placed at the curb by the residents of the City of Clifton for regular twice-weekly municipal collection.

2. On and after the date fixed and promulgated by regulation issued by the City Manager of the City of Clifton in accordance with the terms hereof. It shall be mandatory for all persons who are owners, lessees and occupants of residential dwellings in the City of Clifton to separate used newspapers from all other solid waste produced by any such residents and to separately bundle for pickup, collection and recycling.

3. Said newspapers shall be compacted and, shall be tied securely in bundles not exceeding fifty pounds in weight with a rope or cord sufficient in strength to facilitate handling. Such bundles shall be placed separately at the curb for collection not earlier than 6:00 p.m. on the day preceding those days to be designated for collection by the City Manager under the rules and regulations promulgated in accordance with the terms hereof.

4. From the time of placement at the curb by any resident of used newspapers for collection by the City of Clifton in accordance with the terms hereof, such used newspapers shall be and become the property of the City of Clifton or its authorizing agent. It shall be a violation of this ordinance for any person unauthorized by the City of Clifton to collect or pick up or cause to be

collected or picked up by any such newspapers during a twenty-four hour period commencing at 6:00 p.m. on any day preceding a day designated for collection under the rules promulgated by the City Manager in accordance with the terms hereof. Any and each such collection in violation hereof from one or more residences during said twenty-four hour period shall constitute a separate and distinct offense punishable as hereinafter provided.

5. The City Manager hereby is authorized and directed to establish and promulgate reasonable regulations as to the manner, days and times for the collection of used newspapers in accordance with the terms hereof.

6. Any person, firm or corporation who violates or neglects to comply with any commission of this ordinance or any regulation promulgated pursuant thereto, shall, upon conviction thereof, be punishable by a fine not to exceed two hundred ($200.00) dollars.

7. All ordinances or parts of ordinances inconsistent herewith are hereby repealed as to such inconsistency only.

8. This ordinance shall take effect after final passage and publication as provided by law.

PASSED January 3, 1974

ISRAEL FRIEND
Chairman of the
Municipal Council

ATTEST: BETTY J. LUTZ
City Clerk

Notice is hereby given that the above ordinance was passed at a regular meeting of the Municipal Council of the City of Clifton, New Jersey on Tuesday, January 3, 1974.

Betty J. Lutz
CITY CLERK

COUNTY AND LOCAL GOVERNMENT CURRICULUM GUIDES

(Part VII and VIII)

The basic model of the decision-making process outlined in the introduction to this manual is followed at all levels of government. The two curriculum guides which follow focus on decision-making at the county and local levels. It is not absolutely necessary that time be spent in studying county and local government for students to understand the process; however, it is strongly recommended that at least a minimum of time (perhaps 2-3 weeks) be set aside to cover the material in this section. Few young people really know very much about how their own communities are governed. Furthermore, it is at the county and local levels that the greatest number of opportunities exist to use the community as the classroom—through internships, interviewing, social research, field trips, and so on. The curriculum guides are activity-oriented and can facilitate group learning through independent student projects.

PART VII

COUNTY GOVERNMENT CURRICULUM GUIDE

INTRODUCTION

Before the advances in communication and transportation made in the twentieth century, the county was the largest unit of government with which most citizens had any direct contact. In rural areas especially, counties became centers for the administration of health, educational and welfare programs, for payment of taxes, for keeping of records on births, deaths, property ownership, and debts, for the maintenance of roads, for meting out justice, and many other services. Even today, in many small-town rural areas of the country, the county unit remains an important political center.

For residents of cities, on the other hand, the municipal government is the center of political decision-making, and counties are of lesser importance. Legally, the traditional functions and services of county governments described above were considered as responsibilities of the state. The county was only a local agent carrying on tasks which could not be as easily handled from the state capital. In recent years, the trend has been toward giving the county additional responsibilities, especially in areas like water and sewage, planning and zoning, and fire protection which, at one time, were considered strictly municipal services.

County governments in general are organized around governing bodies and a complex diversity of officers, boards, and commissions. The terminology used to describe these positions is quite varied. The pattern is not a uniform one, not even *within* some states. Most county governing bodies have little control over their own structure, since most organizational details are prescribed by either state constitutions or state laws.

A few generalizations can, however, be made about government at the county level in the United States:

1. With the exception of a few urban counties, there is no chief executive for the county. The common pattern is to have a group of elected and coequal administrators.

2. The separation-of-powers principle (so carefully delineated at the state and national levels) is not important in most county governments. The same person or persons may perform in the roles of legislators and executives, and even exercise some judicial powers.

3. County governments have grown haphazardly and rarely have been revised or altered in the ways that local governments have been. However, the basic problems of structure and function in county units are recognized. In many states there are recommendations for changing and strengthening county governments to make them more administratively efficient and more responsive to the problems and needs of their residents (see pp. 185-188).

This curriculum guide includes specific lesson plans for the classroom and optional activities designed to support the basic objectives. The amount of in-class and out-of-school time devoted to this unit of study on county government will depend on the interests of the students and teacher. The objectives for this unit are as follows:

1. Students will be able to describe and evaluate the structure of their county government.

2. Students will be able to identify problems which resulted from the development of county government in its context as a middle-level unit of governance.

3. Students will be able to identify the selected services provided by their county government.

4. Students will be able to discuss the ways in which county governance is affected by the practice of the two-party political system.

5. Students will be able to explain the taxation process of their county government.

6. Students will be able to identify the relationship between finances and the operation of county services.

UNIT PLANS

County Government Structure and Function

Assign students to interview all available officials regarding the structure and function of county government to obtain the widest possible variety of viewpoints.

The reports which result from the following interviews will form the basis for the first activity of this unit. Advance preparation is therefore required for successful operation.

The students should interview the following individuals or agencies:

Freeholders or Commissioners
County Administrator
Municipal Officials
State Senators/Assemblymen
Public Health Agency
General Services Agency
Welfare Board
Civil Defense Agency
Sewer Authority
Public Works Agency
County Election Board
Planning Board
Family Counseling Agency
Children's Shelter
Community College
Social Services Agency
Community Affairs Agency
Community Action Program
Area Development Council
Local citizens

The following questions are suggested when interviewing freeholders or commissioners:

1. How do you feel about the fact that most of the county budget is beyond your control?

2. To what degree do you feel that you can exercise administrative control over various county agencies?

The following questions are recommended when surveying municipal officials and/or state senators/assemblymen:

1. How do you view the role of county government?

2. Do you think that county government functions to the best of its ability?

3. Do you think anything can be done to improve the functioning of county government?

The following inquiries are suggested for a discussion with various county agencies:

1. How do you feel about the relationship between your agency and the board of commissioners or freeholders.

2. How would you rate the effectiveness of your agency?

3. What do you think contributes to the success or failure of your agency?

Other Possible Activities:

Guest Speakers—Invite the county clerk or a member of the Board of Commissioners (or Freeholders) to speak to the class in regards to the structure of county government.

Charting—Based on all available information through a class discussion, construct a diagram suggestive of the structure of county government.

County Government Services

Students should rank the following governmental functions into these relative categories: (A) Most vital, (B) Necessary, (C) Secondary, and (D) Least vital.

GOVERNMENTAL FUNCTIONS

- Water Pollution Control
- Water Supply
- Solid Waste Disposal
- Flood Control
- Welfare
- Services to the Aging
- Health Services
- Road and Bridge Maintenance
- Parks and Recreation Facilities
- Area-wide Planning (land use development)
- Community Colleges
- Vocational Educational
- Criminal Justice

Suggested Approach:

After the students have outlined their priorities individually, they should be formed into small groups (3-5). The function of these small groups is to construct a priority ranking scale for the above listed services that reflects the values of the majority of each body.

A spokesman from each group should be selected to report to the entire class. After each group has reported, it is suggested that comments by other group members be encouraged, and thereafter the class should construct a priority scale by consensus.

Alternative Activity Suggestions Related to Services of County Governments:

Identification based on research—Students clip news articles from area newspapers relating to county government. The teacher then lists the topic of the article (for example, parks, county college) and asks the class to separate these topics into categories of services. Recommended Resources—Local or state newspapers only.

Guest speaker—County clerk, who addresses the class on services provided by the county government. Recommended Resources—County clerk may be contacted at the county Administration Building.

Development of services log—Upon identification of various services provided by county governments, the students will prepare a scrapbook log, which will include photographs of parks, offices, courthouse, and county colleges and a brief accompanying annotated explanation. Selected students from the class may then, if they so desire, make a presentation to a senior history class or community service groups concerning services provided by county government. The class may also wish to prepare a slide presentation in addition to, or in place of, the county services log. Recommended Resources—The county clerk's office will provide necessary information.

Class trip—To County Administration Building—Note: This trip is not a day off from school. Students are to observe the number of offices, staff, titles on offices, machinery, etc. Students interested in a certain area of county government should identify their interests beforehand so that they may spend some extra time in this area of the county building. Recommended Resources—The County Clerk's approval and cooperation are necessary. Please contact this individual several months before visiting the building.

County Government and Two-Party Politics

Development of Two-Party Influence Chart. Class develops Influence Chart to encourage discussion of county governance.

1. Development of Chart as follows:

   a. Obtain copy of county map (from County Clerk's Office).
   b. Outline map on several transparencies.
   c. Have students identify which municipalities are controlled by Democrats and Republicans (i.e. party affiliation of Mayor and a majority of Council; a phone call to their Borough Hall will attain this information). Then assign a color red, blue— to each Party and color the map accordingly.
   d. Find out which municipalities received the most:
      (1) Funds
      (2) Services

   Compare to who controls the municipality. Also compare to which party controls the Freeholders or Commissioners Board.

2. Recommended Question for Class Discussion:

   a. What conclusions can we draw from this chart?
   b. How is county government affected by the two-party system?

County Finances and Budgeting

Suggested Activities:

Guest speaker—Secretary to the Tax Board (preferably; if not, a member of the Tax Board) will explain the taxation process of your own particular county to the class. Contact the County Administration Building to make arrangements.

Class discussion

1. Obtain a copy of a tax duplicate from the county clerk's office. Distribute copies of the tax duplicate to the class. Ask students what appear to be the strengths and weaknesses of the county's taxation process.

2. Obtain a copy of the county budget (allocation of dollars for selected services) from the clerk's office. Ask students: Will more services be needed in the future? Where will monies come from?

Simulation Game on County Budgeting

County government in New Jersey and some other states is a creature of the State Government. It is not an independent middle-level government capable of dealing effectively with area-wide or regional problems. Freeholders are the elected officials in perhaps the least enviable position in New Jersey. Local officials have wide areas in which they may legislate to promote the "health, safety, or morals . . ." of their respective communities. State legislatures are subject only to the restraints of the New Jersey and United States constitutions and federal law. Freeholders, however, find themselves in a situation wherein their budget is largely beyond their control, and independent agencies make the decisions which control the delivery of services to county residents.

The following simulation game is designed to acquaint students with difficulties of budgetary decisions under the freeholder system of county government. With some adaptations in terminology it can be used in other states as well as New Jersey. The instructor should distribute the roles to selected individuals. The department heads should conduct nine meetings simultaneously with the freeholders. The freeholders should discuss with the Executive Administrator the proposed budget. The board members, by majority vote should mutually determine a budget reflective of the concerns of the county.

The following note should be distributed to each freeholder *only*:

> It is budget preparation time and your role requires you to accomplish two phases of activity. You must first meet with the professionals under your committee's control and establish their budgetary needs for the next fiscal year. You must then meet with the remainder of the freeholder board and arrive at a budget that will be supported by a majority of the board.

The following note is intended for department officials *only*:

> The Executive Administrator and perhaps your freeholder committee chairman will attempt to persuade you to cut your budget but you will do whatever possible to insure that the department receives ample funds.

All simulation participants should receive a copy of the following budget:

COUNTY BUDGET

	1974	1975 Requests
General Services	$ 1,000,000.	$ 1,200,000.
Health & Welfare	18,000,000.	25,000,000.
Public Safety	2,000,000.	3,000,000.
Public Works and Sanitation	2,000,000.	2,500,000.
Administration & Finance	50,000,000.	60,000,000.
Parks, Recreation & Planning	1,000,000.	1,400,000.
Judicial Services & Constitutional Offices	1,000,000.	1,250,000.
Institutions & Agencies	8,000,000.	10,000,000.
Intergovernmental Relations & Human Resources	17,000,000.	25,000,000.
Total	$100,000,000.	$128,250,000.

ROLES:

Freeholder Smith:

General Services Committee

a. Architecture & Engineering*
b. Buildings & Groups
c. Garage & Motor Pool

Freeholder Jones:

Health & Welfare Committee

a. Public Health
b. Central Index
c. Pastoral Care

Independent or semi-independent agencies within your general committee area:

d. Welfare Board
e. Mental Health Board
f. Bergen Pines Hospital

Freeholder Turner:

Public Safety Committee

a. County Police
b. Public Safety Education
c. Narcotics Coordinator

Independent or semi-independent agencies within your general jurisdiction:

d. Prosecutor
e. Medical Examiner
f. Civil Defense
g. Weights & Measures

You are freeholder Director, and two freeholders of your party, including yourself, are up for reelection this year; therefore, you must be associated with as small a budget increase as possible. You believe that a $105,000,000 budget will be the most you can accept without jeopardizing your election.

*Agencies listed directly under each committee are within the freeholder's *direct* control.

Freeholder Burns:

Public Works & Sanitation Committee

a. Public Works Agency

Independent or semi-independent agencies:

b. Sewer Authority
c. Mosquito Control
d. Transportation Board

Freeholder Peters:

Administration & Finance Committee

a. Treasurer
b. Auditor
c. County Counsel
d. Purchasing
e. Personnel
f. Adjuster
g. Public Information

Independent or semi-independent agencies:

h. County Tax Board
i. County Election Board
j. Inheritance Tax Board

You are running for re-election this year and desire *no* budget increase.

Freeholder Camp:

Parks, Recreation & Planning Committee

Independent or semi-independent agencies:

a. County Park Commission
b. Planning Board

You are running for re-election this year and will hope to have *no* budget increases.

Freeholder Rhodes:

Institutions & Agencies Committee

a. Children's Shelter
b. Conklin Home

Independent or semi-independent agencies:

c. Superintendent of Schools
d. Community College
e. Vocational Schools
f. Special Services School
g. Housing Authority

Freeholder Getz:

Intergovernmental Relations & Human Resources

a. Social Services
b. Community Affairs
c. Office on Aging

Independent or semi-independent agencies:

d. Agriculture Extension Service
e. Bergen Community Action Program

f. Area Development Council
g. County Museum
h. Cultural & Heritage Commission

Freeholder Downs:
Judicial Services & Constitution Offices
a. Family Counseling
b. Law Library

Mr./Ms. Farrow, Executive Administrator of Finance

You are under pressure from the freeholder director to allow *no* increases in the budget, but you realize that you will have a general rebellion on your hands if you don't find justification for *some* increase. You have determined that perhaps the Board will accept a 10 percent increase and, therefore, you must decide where to cut back the requests from $128,250,000.00 to $110,000,000.00. You must meet with department heads and find where excess exists in order to offer a $110,000,000.00 proposal to the freeholders.**

Mr./Ms. Chancellor, General Services Director

You must convince Freeholder Smith and the Executive Administration to increase the budget by $200,000.00 to cover new snow plows and increased architectural and engineering expenses.

Mr./Ms. Williams, Public Health Director

You must convince Freeholder Jones and the Executive Administrator to increase the budget by $7 million to cover the additional cost of health delivery services producing new programs.

Mr./Ms. Stevens, Chairman, Welfare Board

You must join with the Public Health Director to convince Freeholder Jones to raise the committee budget by $7 million as $2 million of this increase will be used to maintain your department at present status.

Mr./Ms. Douglas, Narcotics Coordinator

You must convince Freeholder Turner to increase the budget by 50 percent in order to increase your staff and perform as required.

Mr./Ms. Phillips, Civil Defense Director

You must cooperate with Mr./Ms. Douglas in requesting a 50 percent increase in the budget in order to establish the disaster coordination units that are necessary.

Mr./Ms. Mahony, Public Works Director

You must convince Freeholder Burns to increase your budget in order to repair the four county bridges that have been in need of repair for months. Your budget request represents the *minimum* amount required for the task.

**Consult budget form distributed to participants for budget increases in all cases.

Mr./Ms. Downs, Transportation Board Director

You must cooperate with Mr./Ms. Mahony to convince Freeholder Burns that the budget request represents the minimum possible expenditure if the feasibility plan for the county bus system is to operate this year as the Board has authorized.

Mr./Ms. Simmons, Purchasing Department Director

You must convince Freeholder Peters that the increased cost of supplies and materials makes it necessary for at least an additional $10 million in funding or it simply will not be possible to provide the traditional county services.

Mr./Ms. Cramer, Personnel Director

You must join with Mr./Ms. Simmons in defending your budget request as the county employees will accept nothing less than an 11 percent cost-of-living pay raise.

Mr./Ms. Johnson, County Election Board Chairman

You may cooperate with the other department heads meeting with Freeholder Peters as your $1 million request is the absolute minimum necessary for you to perform your Constitutional functions. You don't care about the other departments but you *will not* allow cuts in your request.

Mr./Ms. Metzger, Planning Board Director

You must convince Freeholder Camp that your budget request is the *minimum* amount necessary to finance a study of the alternatives available to the county for the development of the Meadowlands.

Mr./Ms. Hill, Family Counseling Director

You must convince Freeholder Downs that the $250,000 additional expenditure requested is necessary to handle increased case loads which have expanded from 4,035 in 1973 to 6,141 in 1974 with projections of 8,000 in 1975.

Mr./Ms. Carson, Housing Authority Director

You must convince Freeholder Rhodes that, in order to provide only the same services next year, your budget *must be* increased.

Mr./Ms. Harrison,
Bergen C.A.P. (Community Action Program) Coordinator

You must convince Freeholder Getz that your program has been successful and that, with only *modest* increases, significant studies can be undertaken to move Bergen's underprivileged population toward self-respect.

Mr./Ms. Case, Office on Aging

You must join Mr./Ms. Harrison to convince Freeholder Getz that your budget request should not be cut since the senior citizens of Bergen County have only recently developed any confidence in the delivery of services to them.

Following the completion of the simulation, request, for purposes of evaluation, the answers to these questions:

1. Why was the budget decided upon in its present form?

2. Why was it more or less than the year before?

3. How did you feel as a committee head or board member in deciding budget allowances?

COUNTY GOVERNMENT IN NATIONWIDE PERSPECTIVE[1]

The following information is provided for background only to give students and teachers an added perspective on the structure and function of county level government. Throughout the nation, a variety of alternative approaches are being tried or are under consideration to provide efficient county government to meet the needs of today and tomorrow. These alternatives are presented here under the following headings: Cooperative Approach; One-Government Approach; Two-Level Approach; and Structural Modernization.

The Cooperative Approach

The cooperative approach can be defined as voluntary cooperation between units of local government to provide services or aid to surrounding areas with similar problems.

Greater Cleveland, Ohio (Cahyouga County)

In the Cleveland area the county government and government of the center city play a positive role in providing services to the other governments of the region. Cleveland itself acts as a primary contract supplier of sewage, water, and civil defense services. The county government is the most prominent supplier of street maintenance, public health services, public welfare, sewer management services, and jail facilities. Extensive interlocal agreements also are in use.

Metropolitan St. Louis, Missouri

Another pattern of cooperative action can be shown in the example of St. Louis. In 1950 the government of St. Louis County was greatly strengthened by passage of a reform charter that provided for county provision of contract services with local government. Over 4/5ths of St. Louis County local governments including all urban areas have signed a total of 241 contracts with the county for provision of services ranging from electrical inspection to tax collection. But St. Louis itself has not cooperated and has not made a significant contribution to progress in this endeavor.

Los Angeles County, California: The Lakewood Plan

The most extensive utilization of the cooperative approach has taken place in Southern California. Presently, all 76 municipalities in Los Angeles County participate in cooperative agreements which now number approximately 1,500. Thirty-five services are available to local governments within Los Angeles County, on a contract basis. The type of services rendered by the county are broad. They range from ambulance service, license issuance for businesses, and tree trimming to such services as assessments and tax collection, planning and zoning, law enforcement and fire protection. The plan is strictly voluntary in nature. The key concept here is the idea of a "package of services." Although the "package of services" concept is central, no two cities have the same package. The number of services provided to the municipalities ranges from four in two cities to all 45 in 6 cities.

The One Government Approach: City-County Consolidation

The most striking fact encountered when examining this alternative is that most of the success achieved by such consolidation has been due to the impetus of outside forces: i.e. four of the most successful

[1]Adapted from *County Government: Supplementary Readings and Research Materials*. State of New Jersey. County and Municipal Government Study Commission.

movements transpired before the turn of the century, and were achieved at the behest of state legislatures: New Orleans in 1813, Boston in 1821, Philadelphia in 1854, and New York in 1893. Only three other areas outside of several localities in Virginia operate as a single unit of government today: Baton Rouge-East Baton Rouge Parish, Louisiana (1947); Nashville-Davidson County, Tennessee; and Jacksonville-Duval County in Florida.

Baton Rouge: East Baton Rouge Parish, Louisiana

Passed by the voters in 1947, this plan evolved in a way unique to the politics of Louisiana. The Baton Rouge, East Baton Rouge Parish Plan involved only partial consolidation. Both the city and Parish governments were retained but interlocked in an interesting way. The 7 members of Baton Rouge City Council and 2 members from rural areas constitute the Parish Legislative body. The Mayor-President, who serves as chief administrative officer of both governments and presides over both councils, has no vote. He may appoint directors for finance, personnel, public works, and a purchasing agent. The council acts to appoint the attorney, clerk, and treasurer of the county.

The other unique aspect of the Baton Rouge experiment was the establishment of taxation and service zones within the area. The county government provides urban type services (police, fire, garbage and refuse service, street lighting, traffic regulation) to areas of primary service needs.

Public works services are provided on a county-wide basis, and provision is made for city type services in outlying areas by use of special taxation districts to pay for them. There can be no further incorporation in the area; however, annexation to the urban service district may take place with the approval of the area concerned and the Parish council.

Nashville-Davidson

The structure of the combined Nashville-Davidson governments is: 1) a strong executive, titled the Metropolitan County Mayor; and 2) a legislative body, the Metropolitan County Council, made up of 40 members elected by the voters. The mayor appoints directors for finance, fire, law enforcement, clerk's office, public works, water and sewer. He also appoints members to such groups as the county zoning board, civil service commission, Metropolitan Board of Education, and the Metropolitan Board of Health. Though there are several other elected officials within the county, the county structure is actually that of a strong executive plan.

Jacksonville-Duvall

The latest manifestation of this approach took place in 1968 with the creation of the Jacksonville-Duvall consolidated government. It is significant to note that this booming suburban area is the largest single municipality in the United States with a land area of almost 800 square miles. The area has experienced a tremendous population growth going from approximately 200,000 in 1940 to over 525,000 in 1968. Salient aspects of the consolidation plan are: 1) a popularly elected mayor with the power to appoint administrative aids and department heads, subject to council approval; and 2) a 19-member council, 14 elected by district and 5 at-large, make up the legislative body of the county. One of the more significant aspects of the Jacksonville-Duvall merger is that protection for taxpayers is built into the plan, i.e., no citizen pays for urban service unless he receives those services. The Jacksonville-Duval county government went into combined operation on October 1, 1968.

The Two-Level Approach

American local government traditionally operates on the framework of our federal system, which is designed to provide for two relatively autonomous levels of government. It is not surprising therefore that several areas have considered and adopted federal type plans to provide for county growth. The most successful of these and the most applicable, to the American political process is the Miami-Dade County Metropolitan Federation (Miami-Metro).

In July, 1957, Dade County, Miami, Florida, became the first county in the United States to adopt the comprehensive urban county concept. The Miami area, fast growing and fast changing, had undergone considerable governmental change. This expanded Dade County government has taken on the popular name of Metro.

The charter provided for a revitalized county structure, run by county manager, as well as the continuance of the 27 municipal corporations (26 original) within the county's geographic boundaries. Dade County which encompasses 2,054 square miles was empowered to provide a full range of services from building expressways and operating mass transit lines to furnishing parks and beach erosion control.

Despite the tribulation that comes with any governmental change, the Miami experiment has succeeded. Several times in the stormy political history of the Metro concept crippling amendments have been voted down. Today Miami remains one of the most rapidly growing areas in the United States.

Structural Modernization

The following section outlines three possible modernizing plans that have been used elsewhere to modify the structure of county government, making it more responsive to the people.

The County Manager Plan

The Council-Manager Plan as it manifests itself in county government in the United States features a popularly elected legislative body which provides for passage of laws, ordinances, and policy matters, and for the selection of a professional manager who provides day-to-day administration of county governmental functions. The appointed executive serves at the pleasure of the council for an indefinite term and is responsible for enforcing all laws and ordinances. He also makes appointments to major executive posts, supervises all department heads, prepares the budget and recommends possible action. The County Manager Plan is similar to the council-manager options of the Faulkner Act in New Jersey.

The Chief Administrative Officer

A growing number of urban counties have adopted an appointed executive plan with the executive subordinate to a governing body to a greater degree than is the case under a strict council-manager program. Thus, the position of the chief administrative officer is similar to the business administrator position so popular among the larger areas of New Jersey. The differences between a strict council-manager plan and the chief administrative officer concept is that under the latter the budgetary powers of the chief administrative officer are generally more limited and he rarely has the power to appoint and remove department heads.

The Elected Executive Plan

The most important aspect of the elected chief executive concept is that it provides for *separation of powers* between the legislative and executive branch. The legislative body is elected and its principal responsibility is to make the laws, ordinances, and other policies of the county. It may have certain quasi-administrative powers, such as the approval of high level appointments recommended by the chief executive.

The executive branch of the government is headed by a chief executive elected at large for a specific term of office. He is usually responsible for preparing a legislative program for the council's approval, implementing the council's policies, and for the general administration of county government. Most elected executive plans provide for a strong executive, similar to the strong-mayor plan. Thus, the chief executive would enjoy the power of veto that can be overridden by an extraordinary majority, the power to hire and fire department heads and other officials, and considerable leeway in the use of council appropriated funds.

PART VIII

LOCAL GOVERNMENT CURRICULUM GUIDE

The term "policy-making" calls to mind the major decisions made in Washington or the various state capitals. Yet, questions of policy—the need to choose among alternative courses of action—occur at all levels of government. Local communities are faced with problems of planning, zoning, personnel management, and many other matters. Local government decision-making has a direct impact on the everyday life of the citizen: e.g., the size of his back yard, the books his children are assigned to read in school, the safety of the local streets, the size of the tax bill, the sanitary conditions of the restaurants in which he eats, and so on.

The following pages provide the teacher with a complete curriculum guide on teaching about local government, focusing upon four basic unit concepts:

1. Understanding the general role of local government.

2. Understanding the different types of problems faced by local governments.

3. Understanding community planning and the incorporation of long-range goals.

4. Understanding the functioning of your own local government.

Within each unit of study are carefully delineated objectives, suggested activities, resources, and evaluation procedures. The emphasis, as can readily be seen, is on using the local community for the classroom—bringing professional resource people into the school, and getting the students out into the town or city to investigate the topics under consideration. If the teacher wishes to cover the subject of local government in depth, there are sufficient activity suggestions for 5-6 weeks of useful classroom and out-of-school time.

UNIT ONE

GENERAL CONCEPT:
Understanding the general role of local government.

OBJECTIVES

1. Students will be able to list the needs of the community which are fulfilled by local government.

2. Students will be able to identify the methods by which local government fulfills the needs of the community.

3. Students will be able to compare and contrast the different views of municipal officials concerning the role of local government.

ACTIVITIES AND RECOMMENDED RESOURCES

Objective One

1. *Activity*—Class discussion. Teacher lists, upon asking students for suggestions, all possible needs of community which might be fulfilled by local government.

   Recommended Resources—Some needs of local community: police and fire protection, transportation and regulation of traffic, zoning codes to prohibit undesired types of construction.

2. *Activity*—Students poll civic community leaders and interview City Council for their opinions on the needs of the community which are fulfilled by local government.

   Recommended Resources—Assign several students to contact ten community civic leaders (e.g., Jaycees, Kiwanis) and ask them to list briefly the needs of the community they see fulfilled by the local government. Then assign several additional students to poll three City Council persons or municipal employees to list the needs of the community they see fulfilled by local government. *Note*: Teachers should send letter to civic clubs in advance to inform them of project.

   Students then report findings to entire class and total list of identified community needs is recorded for further reference.

Objective Two

1. *Activity*—Class discussion. Teacher refers to lists of community needs compiled by students polling community civic leaders and municipal officials. Students then identify the method by which these needs are fulfilled by local government.

   Recommended Resources—Some methods by which community needs are fulfilled by local government include: the operation of municipal agencies (police department, department of health), enactment of laws and zoning codes, and legislative action by community governing body.

2. *Activity*—Student research and class presentations. Assign several students to identify the various agencies of the local government whose purpose it is to fulfill community needs, and to identify the relationship between the agency and the local government in terms of control over finances and over appointments of agency officials.

Have students also identify, for class presentation, recent council legislation which affected the fulfillment of community needs.

Recommended Resources

a. The Municipal Clerk should be able to identify for students the various agencies of the local government.
b. Chamber of Commerce directory of borough agencies
c. League of Women Voters (Borough Handbook)
d. City Council minutes

Objective Three

1. *Activity*—Class discussion developed by charting. Teacher asks students to define what they feel are the major roles of local government. Teacher then develops chart by asking for examples of how local government fulfills these roles.

Recommended Resources—Chart should be developed as follows:

Major Role of Local Gov't. (as Defined by Student)	Example Provided by Student
(1) Maintaining law and order (law enforcement)	(1) Council provides a large budget for police force.
(2) Regulating physical appearance and growth of community.	(2) Council passes and reviews zoning law and building ordinances.

2. *Activity*—Guest Speaker—Mayor of town or municipal governing body president will address class on what he or she sees as the role of the local government.

Recommended Resources

Recommended questions to ask guest speaker:

a. What do you see as the major general role of local government?
b. What are the major specific functions of local government? How have you attempted to fulfill these functions?
c. What do you consider to be the priorities of the community in terms of how you see the role of local government?
d. Do you feel that local government has a function concerning long-range needs of the community?

Have students compile a list of more specific questions to ask the guest speaker.

3. *Activity*—Student research for class presentation. Have several assigned students interview one additional representative of the elected governing body and several non-governing municipal officials (*not* including the Borough Clerk) for their views concerning the role of local government.

Recommended Resources—The Municipal Clerk's office can provide the list of municipal officials.

4. *Activity*—Guest Speaker—Have Municipal Clerk address the class concerning the role of local government.

Recommended Questions—Use same questions as in Activity #2 of this Unit.

Note to Teacher

The purpose of having the Municipal Clerk come in is to compare view of full-time public official (who probably has greater knowledge of detailed community affairs) with that of elected legislative voting official.

This is not to convince students that one view is correct (clerk will probably be more concerned with day-to-day role of local government, while Mayor or Council President might be more concerned with long-range planning), but to expose students to the fact that local government has more than one role.

5. *Activity*—Have students do a community research project on the community's perception of the role of local government.

6. *Activity*—Guest speaker—Have county official explain his or her view of local government.

Recommended Resources—County Administration Building.

7. *Activity*—Teacher supplies information to class concerning different role functions of local government.

Recommended Resources—Functions of local government include:

a. Service function—providing community services
b. Physical planning—long-range planning of actual community geography
c. Fiscal planning function—operation of community financial affairs
d. Legislative function—governing body enacts legislation.

EVALUATION

Objective One

1. Two students will be asked to list orally the needs of the community which are fulfilled by local government.

2. Two students will be asked to explain orally the methods by which local government fulfills the needs of the community.

3. Four students, chosen at random, will be asked to develop a role-playing skit comparing and contrasting the different views of municipal officials concerning the role of local government.

One student should assume the role of the Mayor (or City Council person), one the Borough Clerk, one the Tax Assessor, and one the Police Chief.

TEACHER RESOURCES

Listed below are some functions and services that most municipalities perform, and the officials in charge of them. In smaller communities, offices may be part-time or combined.

1. *Police and Fire Protections*

   These services are usually performed by a police chief, police force, fire chief, and paid or volunteer firemen.

2. *Health*

   A Board of Health officer, plumbing inspector.

3. *Sanitation*

   Public works, sanitation and health officials take care of sewage disposal, facilities, street cleaning, garbage collection, inspection, and licensing.

4. *Welfares*

   A local Assistance Board and Director of Welfare.

5. *Education*

   The municipal governing body is responsible for funds in some cases; it appoints a Board of Education and sits on Board of School Estimate. In some communities, school board members are elected.

6. *Planning and Zoning*

   A Planning Board, zoning officer, and building inspector oversee the planned development of the community and enforce zoning laws and construction regulations. A Zoning Board of Adjustments hears appeals and rules on questions pertaining to zoning laws.

7. *Streets and Sidewalks*

   Building and maintaining local streets and sidewalks is the responsibility of the Town Engineer and a Road or Public Works Department.

8. *Traffic and Parking*

   Shared by Town Engineer and Public Works Department.

9. *Financial Operations*

   Tax Assessor (or Board of Assessors) determines value of property to be taxed. Tax Assessor collects bills and receives payment. Treasurer is in charge of all funds.

10. *Other Functions*

    Libraries, parks and recreation, sewer and water utilities.

11. *Additional Municipal Officials*

    Registrar of Vital Statistics, Civil Defense and Disaster Control Director, Municipal Judge, Municipal Attorney. Each municipality must also have a Municipal Clerk.

UNIT TWO

GENERAL CONCEPT:

Understanding the different types of problems faced by local governments.

OBJECTIVES

1. Students will be able to differentiate between the three major types of problems faced by local government.

2. Students will be able to list the problems inherent in the structure of local government.

3. Students will be able to list the routine operating problems faced by local government.

4. Students will be able to list the problems of limited authority faced by local government.

ACTIVITIES AND RECOMMENDED RESOURCES

Objective One

1. *Activity*—Teacher disseminates information either by notes or mimeographed facts sheet.

   Recommended Resources—The three major types of problems facing local governments are:

   a. Problems *inherent* in the structure of local governments; that is, problems which arise because of the very operating structures of government (bureaucratic problems)
   b. *Routine operating problems*; that is, problems confronted by the governing body during the day-by-day activity and council operation of local government.
   c. Problems which arise due to the *limited authority* of local government. This occurs when local government does not have the power to solve its problems, because the authority to do so has, by law, been delegated to county and/or state government.

   This is especially true because of the financial dependence of local government upon state and federal aid.

Objective Two

1. *Activity*—Class Discussion. Teacher develops logical discussion concerning problems inherent in the structure of local government. (Teacher must first be sure that students understand what is meant by *inherent* structures.)

   Recommended Resources—Some problems inherent in the structure of local governments include:

   a. A lack of sufficient time for council persons to fulfill community needs adequately—if council persons are to hold down another job and a family (or social) life as well.

   b. The bureaucratic nature of local government might present an excess of 'red tape'—so that citizens approaching the city with a suggestion or a complaint would receive a "run-around" from local officials and thus lose all desire to communicate with City Hall. In other words, local government structures might make it hard for the average citizen to identify which public official is responsible for community decisions and administration of community agencies.

Recommended Questions for Class Discussion:

a. What conditions in the structure of local government might restrict a council person from doing an excellent job in fulfilling the role of a knowledgeable, sensitive public official?
b. What inherent problems in local government might make it difficult for a community resident to decide where to register a complaint and attain satisfactory action? For example, can you see what difficulty a person might have who wishes to stop the city from removing the hundred-year old oak tree from the front of his lawn for the installation of sewers. Where would he go? Whom could he contact in local government for the *most effective action*?

Objective Three

1. Student research for class presentation and class discussions. Students interview Municipal Clerk who, by this time, should be aware of the class asking him (or her) what the routine problems are in the administration of local government. If the Mayor is a full-time position in your community, then interview this individual too. The same applies to additional major full-time public *administrative* officials (i.e., tax assessor, fire chief, etc.)

Recommended Resources—The Municipal Clerk can provide you with a list of full time *public administrative* officials.

Objective Four

1. *Activity*—Student research for class presentation and class discussion. Students research Council minutes and/or proposal file to identify what proposals of the local governing body presented specific programs for the community and yet were either defeated or passed but not implemented.

The estimated and real costs of the projects should then be checked to identify:

a. How this could would affect the municipal budget, and
b. How much more (in terms of community tax dollars) it would cost the community to implement these projects.

Note to Teachers—Do not develop the concept of reliance upon state or federal aid too much at this point. It should briefly be presented as an alternative to taxing the community, but only in terms that *in order for a community to receive state and/or federal funds*, it must usually obey certain procedures. Thus, some (and often much) of its autonomous control over the community is lost by local government to state and federal financial aid assistance. This is important for the class to understand.

Recommended Resources

a. The Municipal Clerk's office can provide this information.
b. Recommended questions for class discussion:

(1) Do you think they (local governing body) would use extra community money for this project? Why not? Can it legally do so?

(2) What are the alternatives for getting money from outside the community? Does this money come no strings attached?

2. *Activity*–Students present (from research in previous activity) examples of those programs and/or suggested solutions for coping with community problems that just were not under the jurisdiction of the county government. (If none exist in the city records, then the teacher should provide one.)

Recommended Resources

a. Municipal Clerk's office can again provide this information.
b. Sample type of example to be identified by students.

Municipal government wishes to construct a major highway through the municipality; however, even if the municipality has the financial resource to construct one, approval must still be received from the County Freeholders (or Commissioners), who, in this case, usurp some of the local government authority.

EVALUATION

1. Three students, selected at random, will list on the blackboard the three types of problems (one type for each student). Teacher then reads aloud a list of problems and students mark the problem in their category if it belongs there.

2. Students, on a written exam, will be asked to list two problems inherent in the structure of local government.

3. Students, on a written exam, will be asked to list two problems faced in the routine operation of local government.

4. Students, on a written exam, will be asked to list two problems of limited authority faced by local government.

UNIT THREE

GENERAL CONCEPT:
Understanding community planning and the incorporation of long-range goals.

OBJECTIVES

1. Students will be able to explain what is meant by "physical" planning and "fiscal" planning.

2. Students will be able to explain the correlation between community problems and long-range planning.

ACTIVITIES AND RECOMMENDED RESOURCES

Objective One

1. *Activity*—Teacher disseminates information to class, either by notes or mimeographed fact sheets.

   Recommended Resources

   a. Physical Planning—The planning for physical community growth, i.e., zoning codes, industry expansion.
   b. Fiscal Planning—The financial planning of the community, specifically concerned with developing methods of funding projected community growth, i.e., proposing higher tax rates, consolidating community services.

Objective Two

1. *Activity*—Class discussion. Teacher develops discussion concerning the need for long-range planning. However, long-range planning must not be presented as the panacea of community ills. Present-day problems must receive attention; however, long-range planning is too often overlooked, resulting in unnecessary problems. Also, include factor of county government when considering long-range community planning.

   Recommended Resources

   Suggested questions for class discussion:

   a. Do you feel long-range planning is necessary in community planning? Why?
   b. Can you identify an example of how a lack of long-range planning could prove disastrous for a community?
   c. Suppose ten years ago you were on the planning committee of your community. Do you see anything existing today for which you might have planned differently? What? Why?
   d. What physical growth do you foresee in your community? What adaptations (new programs, industry, zoning laws) might have to be made to accommodate this growth? From what source will the money come to finance these accommodations?
   e. How does projected county growth affect local government planning.

2. *Activity*—Two selected students will attend three sessions of the Planning Board and report findings back to class.

Recommended Resources

a. Schedule of planning sessions is usually available from local newspaper and always from City Clerk's office.
b. Students should specifically observe the amount of long-range planning (if any) evident at the planning sessions. Students should also record the apparent issues which are priorities for the planning committee at these sessions.

3. *Activity*—Student research for class presentation. Have several students research and explain to class a physical planning map of the community which is at least ten years old. Also have students note the estimated cost of this projection and sources of the necessary funds.

Then have students compare this planning map to the *actual* growth of the community including financial resources. If no map exists, then research reasons for its non-existence.

Recommended Resources

Either City Clerk's office or Council minutes should provide this information. In some cases, however, you may have to consult the County Municipal Building.

4. *Activity*—Student research for class presentation. Students identify what community goals are *on record* and then discuss the reality of implementing these goals, specifically examining what present and long-range problems may exist.

Recommended Resources

a. Municipal Clerk may have on record community goals.
b. City Council minutes.
c. Mayor of town or City Council President should be consulted for this information.

5. *Activity*- Student contacts County legislators and Planning Board to consider county plans and how these (especially present and projected zoning codes) might affect long-range community planning.

Recommended Resources—County Administration Office

6 *Activity* Student research for class presentation. Students research and present for class discussion the most recent community planning map. Class will evaluate long-range and short-range physical goals. How realistic are they? Where will the money (financial resources) come from? Is this realistic? Why? Why not?

Recommended Resources

a. Borough Clerk's office
b. Planning Committee minutes record files.

7. *Activity* Guest Speaker Chairman (preferably), if not possible, then member of Planning Committee

(Commission) will address class concerning the incorporation of long-range and short-range planning into community needs.

Recommended Resources

Students should be able to prepare *specific* questions for guest speaker concerning the planning of your own community. Also include questions concerning County Planning Board influence.

8. *Activity*—Simulated gaming on local government planning. Game should consume *at least* three full class days to reinforce local government planning.

Recommended Resources

a. Urban Dynamics, developed by Urban Dyne. (See resource materials list).
b. Inner City Planning, developed by Macmillan Company, 1971. (See resource materials list).

EVALUATION

Objective One

Two students, selected at random, will be asked to explain what is meant by "physical" planning and "fiscal" planning, one definition assigned to each student.

Objective Two

Students, on a written exam, will be asked to develop an essay explaining the correlation between community problems and long-range planning.

UNIT FOUR

GENERAL CONCEPT:

Understanding the function of your own local government.

OBJECTIVE

Students will be able to evaluate the operation of their own local government.

ACTIVITIES AND RECOMMENDED RESOURCES

Activity—"Divided" class project. Class is divided into seven groups, each group selecting a group leader (for consultation with other group leaders). Each group is then assigned one of the following projects.

a. Research and record (for class presentation) a history of the town, and the adoption of the present form of government (identifying the present form).
b. Poll community for attitudes concerning:
   (1) priorities for local government action
   (2) what agencies of local government are most identifiable to the community
   (3) how the community feels about consolidation with area communities (e.g. on pollution or transportation programs).
c. Answer the Community Profile Questionnaire as developed in *Do You Know the ABC's of Your Town's Government?*, available through League of Women Voters of the United States, Washington, D.C.
d. Prepare a 10-year projected physical map of the community.
e. Realistically evaluate zoning plan for community.
f. Develop realistic community goals for the next ten years.
g. Prepare a municipal budget to finance the projected physical growth and community plans.

Students are urged to consult with the other groups (through group leaders) to receive information helpful to their own goals. The Budget preparation group, *must*, of course, consult with the physical planning and community goals groups.

Upon completion of this project, the class should have developed a complete community profile which should be presented to the City Council by the teacher and students.

Recommended Resources

a. Borough Clerk's Office
b. League of Women Voters
c. Local civic groups (Chamber of Commerce, etc.)
d. Newspapers

EVALUATION

Students, by developing a complete community profile, will be asked to evaluate the operation of their own local government.

APPENDICES

I. SAMPLE COMMUNITY RESEARCH QUESTIONNAIRES

- A. APARTMENT COMPLEX QUESTIONNAIRE
- B. HOUSING/COMMUNITY QUESTIONNAIRE
- C. PUBLIC OPINION QUESTIONNAIRE

II. LOBBYING SIMULATION GAME

III. BLANCAVILLE SIMULATION GAME

IV. COLLECTIVE BARGAINING SIMULATION

V. WHAT YOU SHOULD KNOW ABOUT COUNTY AND STATE GOVERNMENT

I. SAMPLE COMMUNITY RESEARCH QUESTIONNAIRES

A. APARTMENT COMPLEX QUESTIONNAIRE

The information received from this questionnaire will be used in compiling data for a project at Rutgers—The State University. Please put a check in front of the answer that best applies to you. In some cases a short written answer is requested. Thank you for your cooperation.

1. Please list ages of people living in your household, (age at last birthday)

   Husband ____________ age
   Wife ____________ age
   Children ____________ ages
   ____
   ____
   ____

   Others (specify) ____________ age

   Do your children attend public or private schools? Public ______ Private ______

2. How long have you been married? ____________

3. What is the husband's usual occupation?

   Occupation ____________

4. What is the wife's usual occupation?

   Occupation ____________

5. Highest grade in school completed

By husband	By wife
______ 8th or less	______ 8th or less
______ some high school	______ some high school
______ high school graduate	______ high school graduate
______ some college or trade school	______ some college or trade school
______ college graduate	______ college graduate
______ graduate school	______ graduate school

6. Yearly income:

Husband's Income		Wife's Income
	None	
________	5,000- 7,499	________
________	7,500- 9,999	________
________	10,000-12,499	________
________	12,500-14,999	________
________	15,000-19,999	________
________	20,000-24,999	________
________	25,000-29,999	________
________	30,000 or over	________

7. Usual occupation of husband's father.
   (If deceased, what was his occupation) ____________________

8. Usual occupation of wife's father.
   (If deceased, what was his occupation) ____________________

9. How long have you lived at this location?
   ________ less than 6 months
   ________ 6 months to 1 year
   ________ 1 or 2 years
   ________ 3 or 4 years
   ________ 5 or 6 years
   ________ 7 or 8 years
   ________ more than 8 years

10. How many times have you moved in the last 5 years? (If you haven't been married 5 years, how many times have you moved since being married?)

________	0	________	5
________	1	________	6
________	2	________	7
________	3	________	8 or more
________	4		

11. Why did you move to this location?

12. Formerly, had you lived in

- ________ your own house
- ________ a rented house
- ________ an apartment
- ________ a mobile home

13. How long did you live there?

- ________ less than 6 months
- ________ 6 mo.-1 yr.
- ________ 2 years
- ________ 3-4 years
- ________ 5-6 years
- ________ 7-8 years
- ________ more than 8 years

14. What are your plans for the future as far as a place to live? (Next few years)

- ________ continue living where we are now
- ________ move to another residence (please specify why you are moving and where)

____

____

____

15. Do you get together with your neighbors on holidays? (Labor Day, July 4th, etc.)

- ________ usually
- ________ sometimes
- ________ once in a great while
- ________ never

16. Does anyone in this neighborhood ask for your advice or assistance?

- ________ yes
- ________ no

If yes, how often does this occur?

- ________ often
- ________ occasionally
- ________ once in a great while

17. Do you and your neighbors exchange or borrow things? (tools, dishes, recipes, food)

- ________ often
- ________ sometimes
- ________ rarely
- ________ never

18. How often do you speak to your next door neighbor?

- ________ everyday
- ________ more than once a week
- ________ once a week
- ________ once in a while
- ________ hardly ever
- ________ never

19. Did you know any people in your community (suburban neighborhood, mobile home park, apartment complex) before you moved in?

________ none ________ one ________ a few ________ many

20. Do you belong to any neighborhood (or park) groups or organizations?

________ yes ________ no

If you do belong to a group or organization, how often do you attend meetings?

________ all ________ some ________ seldom ________ never

21. Do you do most of your visiting and socializing inside or outside this neighborhood (park)?

________ mostly inside ________ mostly outside

22. Think of the people you have visited in the last 2 weeks. Count the number of these families or homes that were in your community (suburban neighborhood, mobile home park, apartment complex). Count the number that were outside the neighborhood.

________ number of homes in the neighborhood

________ number of homes outside the neighborhood

23. Some people say "These days a person doesn't really know whom he can count on." Do you think you can "count on" your neighbors when you need them?

________ definitely

________ probably

________ don't know

________ probably not

24. Would you say that people who live in apartments are:

________ more friendly than those who live in houses or mobile homes

________ less friendly than those who live in houses or mobile homes

________ are not any more or less friendly

________ not sure

25. Would you like to meet more people in the apartment complex?

________ yes ________ no ________ don't know

26. As far as accidents (fire, traffic, falling, etc.) are concerned, do you think an apartment is

________ safer than a house or mobile home

________ as safe as a house or mobile home

________ not as safe as a house or mobile home

27. As far as crime is concerned, do you think an apartment is

__________ safer than a house or mobile home
__________ as safe as a house or mobile home
__________ not as safe as a house or mobile home

28. What do you like best about living in an apartment?

____
____
____

29. What do you dislike most about living in an apartment?

____
____
____

30. A person feels at home in this apartment complex.

__________ strongly agree
__________ partially agree
__________ do not agree or disagree
__________ partially disagree
__________ strongly disagree

31. A person can usually feel free to drop in any time for a visit with most people in this apartment complex.

__________ strongly agree
__________ partially agree
__________ do not agree or disagree
__________ partially disagree
__________ strongly disagree

32. Aside from a possible change in occupation, it would make a great deal of difference to me if we had to move out of this apartment complex.

__________ strongly agree
__________ partially agree
__________ do not agree or disagree
__________ partially disagree
__________ strongly disagree

33. When you think about a place to live, do you think

_____ this is the only place you could ever be really at home

_____ you feel at home here, but probably would feel just as much at home in another place if you had to move

_____ there are other places you might feel more at home

_____ you don't feel at all at home here

34. About how many of your neighbor's apartments have you been in?

_____ more than 6

_____ 4 or 5

_____ 2 or 3

_____ one

_____ none

B. HOUSING/COMMUNITY QUESTIONNAIRE

1. What were your major considerations in choosing housing?

Init. by: Int. Resp.

Comments:

_____ _____ Schools
_____ _____ Safety
_____ _____ Neighbors
_____ _____ Economy
_____ _____ Convenience
_____ _____ Job
_____ _____ Availability
_____ _____ Privacy
_____ _____ Space (room)
_____ _____ Interior
_____ _____ Exterior

2. How satisfied do you think people around here feel about this community? (What do they like? What do they dislike?)

Likes:

_____ very satisfied
_____ somewhat satisfied
_____ somewhat dissatisfied
_____ very dissatisfied
_____ no opinion

Dislikes:

3. A. What is a good neighbor? (Is a good neighbor someone who minds his own business?)

________ Yes ________ No ________ No opinion

Comments:

B. How many people here are good neighbors?

Comments:

_____ none
_____ a few
_____ many
_____ all

4. Do you feel close to the people in the community?

Comments:

_____ Very close
_____ Somewhat close
_____ Somewhat distant
_____ Very distant
_____ No opinion

5. How many of your neighbors greet you, say "Good morning", or say "Hello" to you on the street? (Does the individual expect a greeting?)

from:

Comments:

_____ Most people
_____ Some
_____ A few
_____ None

6. Do your children like this neighborhood? Why? Why not? (Try to ask children)

Children's feelings:

Likes:

_____ Like it very much
_____ Tolerable
_____ Dislike it

Dislikes:

7. Are there a lot of "bad" kids in the neighborhood?

Comments:

_____ many
_____ some
_____ very few
_____ none

8. Generally, is this a good place to bring up children?

Comments:

_____ the best
_____ good but some problems
_____ same as anywhere else
_____ bad (why?)

9. Are there a lot of muggings and burglaries in this neighborhood?

Comments:

_____ many
_____ some
_____ few
_____ none

10. Are you worried about either you or your children being victimized?

Comments:

_____ very worried

_____ somewhat worried

_____ not very worried

_____ not worried at all

11. How do you think your neighborhood compares with others? (in terms of safety from crime)

Comments:

_____ better than most

_____ about the same

_____ worse than most

12. Do you feel safe walking around at night in your neighborhood?

_____ perfectly safe

_____ fairly safe

_____ not very safe

_____ very unsafe

13. Do you ever NOT go somewhere you might want to go because it is unsafe?

_____ Yes _____ No

14. How do you feel about the management? (Apts. & Mobile homes) *Specific* complaints.

15. Did you register to vote in the last election?

_____ Yes _____ No

If yes, for which party did you register?

_____ Democrat

_____ Republican

_____ Independent

Did you vote? _____ Yes _____ No

16. What kind of people live in mobile homes? (For those living in apts. or private homes.)

OR

What do you believe other people think about mobile home dwellers?

17. Should we have more mobile homes? Why? Why Not?

What about for old people and low income families?

18. For mobile home residents – How could the state government help the problems of people living in mobile homes?

C. PUBLIC OPINION QUESTIONNAIRE

CITIZENS' COMMITTEE FOR GOALS AND OBJECTIVES*
Parks, Recreation, and Open Space

In order to obtain the opinions of as many citizens of Huntington Beach as is possible, we ask you to fill out the following questionnaire and return it to the City Administrator, City Hall, P.O. Box 190, Huntington Beach 92648 by December 6.

1. What is your *overall* impression of the parks and recreation facilities in Huntington Beach compared with other communities where you have lived or visited?

   ______ adequate ______ excessive ______ inadequate

2. What items do you feel need special attention. Indicate the items below you feel are inadequate ("I") or excessive ("E") and reasons ("too small", "not enough", etc.). Add other items in spaces provided.

   ______ swimming pools ______ wildlife and botany preserves
   ______ grassy and natural open space ______ model boat, plane or car facilities (R/C)
   ______ lakes
   ______ tennis courts ______ indoor recreation buildings
   ____
   ____
   ____

3. Is there a city park within easy distance of your home?

   ______ yes ______ no ______ don't know

4. If you answered yes, how often do you go to the park?

   ______ never ______ at least once a day ______ once a week
   ______ once a month

*NOTE: This questionnaire was designed by a citizens' group in a southern California city of 150,000 residents. It was mailed to approximately 1,000 homes on a random basis through the city finance department using water billings. The questionnaire resulted in a 27% response, considered quite high by professional pollsters. There were only two background questions asked—type of housing and age. The survey might be improved by such additional questions as income, number of children and age of the children in the household, length of residency in the city.

5. If you go to the park, what particular facilities attract you?

_______ open space _______ play equipment _______ tennis courts

_______ basketball _______ meeting rooms other:

_______, _______, _______

6. Are any improvements needed at the park? Specify _______

What is the name or location of the park? _______

7. If you don't go to the park, are there any facilities or features which, if available, would attract you to the park? _______

____

8. Do you feel you are receiving adequate information about the city's parks and recreation facilities?

_______ yes _______ no

9. What would be the best way of informing you of city facilities and activities? _______ newspapers _______ door to door flyers (H. B. Sands) _______ notices in utility bills _______ notices in shopping centers _______

10. What do you think is the best way of obtaining funds to purchase land for parks and open space? _______ federal grants _______ private donations, _______ general obligation bonds _______

11. What do you think is the best way of obtaining funds for maintaining the parks once they are built? _______ property tax _______ sales tax _______ special assessments (on utilities, for example) _______ user fees

_______, _______, _______

12. Should land for parks and open space be purchased only as needed, or should the city have the flexibility to acquire prime park land when it becomes available? _______ as needed _______ flexibility

13. How much would you agree to pay in increased taxes over your present rate to expand, improve or maintain the city's parks and recreation facilities? _______ 10¢ per month _______ 50¢ per month _______ $1 per month _______ $ _______ per month _______ none

14. How much involvement should citizens have in the planning of a nearby park?

_______ considerable, approve plans, costs, etc. other details

_______ some, offer advice, general philosophy

_______ none

15. Do you use city indoor recreational facilities?

_____ yes _____ no _____ don't know of any

16. If you answered no, what is (are) your reason(s)? _____ too far to go _____ too crowded _____ nothing of interest _____________________________

17. What changes or improvements would attract you to the city indoor recreational facilities? _____________________________

____

____

18. Do you use the nearby beaches? _____ frequently _____ occasionally _____ no. Which ones? _____ City beach _____ Huntington State Beach _____ Bolsa Chica St. _____ Oil Company

19. What additional facilities are needed at the beach? _____ parking _____ food stands _____ rest-rooms _____ easier public access _____ showers and changing rooms _____________________________

20. How do you think *privately owned* beach property should be treated?

_____ to be developed by the owner with no public access or use

_____ to be developed by the owner but with public access and use

_____ to be designated as an irreplaceable natural resource to be purchased with public funds and set aside for exclusive public use.

21. Would you like to see fuller recreational and open space use of the flood control channels, the Santa Ana River, and the Edison power easements? _____ yes _____ no _____ suggested uses

____

22. Would you like to see a system of bicycle trails developed throughout Huntington Beach? _____ yes _____ no.

23. For what purposes other than recreation, would you use the bike trails? _____ shopping _____ exercise _____ go to work _____________________________.

24. Should park space be set aside for outdoor recreation uses of senior citizens and retired persons, such as game tables, lawn bowling? _____ yes _____ no.

25. Would you like to see city facilities for overnight camping developed? _____ yes, for families _____ non-profit youth groups _____ beach location _____ inland location _____ no.

26. The Central City park is master planned for about 400 acres, but only about half has been acquired. Do you favor the acquisition of the balance of the park land, which will include the active sports and revenue producing areas, such as golf and equestrian centers, or should city's resources be spent more on neighborhood parks? ______ Central City Park ______ Neighborhood parks

27. Would you object to commercial development (such as food stands, bike rentals) in some parks as a source of revenue for the city for park maintenance? ______ no ______ yes

28. Please indicate the type of dwelling you live in and your age group.

______ apartment	______ under 20
______ condominium	______ 20 to 30
______ single family house	______ 30 to 39
______ mobile home	______ 40 to 49
	______ 50 to 59
	______ 60 and over

Thank you for your time.

II. SIMULATION GAME: *LOBBYING*

INTRODUCTION

Once students have learned the theoretical concepts of lobbying, the simulation game, *Lobbying*, will help students develop practical techniques. The realities of lobbying are brought out as the game progresses. Students need this knowledge and experience prior to engaging in actual lobbying either at the local or state level.

It is important that adequate preparation and playing time be given to make the game an effective learning experience.

LOBBYING GAME

Teacher Handbook

Preparation for the Game

Game Materials: Each player will receive a "Player's Manual" which includes various role cards. In this way he/she will be able to learn about other roles including congressmen and lobbyists. The twelve legislative aides can work as a team with the congressmen. The "Player's Manual" contains, besides descriptions of each role, a list of bills which are up for consideration during the legislative session. The "Player's Manual" also includes a press release which is an introduction to the "reality" of lobbying. The *Press Release* and subsequent press releases by the game operator may be used to stimulate class discussion of the differences between propaganda and news. The *Scenario* describes the state of the nation as this congress is meeting and some of the issues that may be raised and resolved.

Game materials should be distributed several days before the actual beginning of play. Players should have time to study thoroughly the information and to develop strategy which will best advance their cause. It is suggested that the teacher devote at least one class meeting before beginning the game for a discussion on the influence of lobbying on legislators and legislation—the theoretical aspects—leaving the realities to be brought out in the game. The role of legislative aides should be discussed here. It should be stressed that legislators are evaluated through the electoral process each time they run for re-election. Their employers evaluate the performance of lobbyists and in a highly competitive market, a successful record is a prerequisite to continue employment.

Classroom Arrangement: To effectively play the game, sufficient room within the classroom will be necessary to provide for a simulated legislative session and for the "office" activities of twelve congressmen, their aides and ten lobbyists. If the classroom chairs can be moved to allow "offices" on the "fringes" and "milling" room in the middle, one room can be used. If more space is available, however, it is preferable to use a large room or small auditorium for the legislative session and the classroom for "offices", to permit more privacy for "wheeling and dealing".

Conduct of the Game

Sequence of Play:

Lobbying can be played in three class sessions assuming all the materials are introduced before the first session. Players should be assigned roles by name when the material is passed out. The various roles include the twelve congressmen, their aides, ten lobbyists, a presidential liaison person, the House Chaplain, and the Speaker of the House. A key role is that of Representative Brookings, the Speaker. The game begins with the reading of the Press Release. Players should then be instructed to return to their offices for strategy sessions. At that time, the congressmen and their aides should decide their strategy and divide responsibilities.

First Session—Allocate fifteen minutes for office work; only written messages are allowed between different offices and from lobbyists to congressmen. Message forms and ditto paper should be provided. All messages should be written in triplicate with one copy going to the intended, one copy retained by the sender, and the final copy given to the game operator. You, or your assistant, will have to relay the message or allow the players to pass them back and forth as long as the only communication is written.

After fifteen minutes of written messages, allow ten minutes of personal contacts before the assembly is called together to act on legislation. Enforce this time allotment to provide enough time for floor debate.

After this ten minute period, have the Speaker call the Congress together. *Robert's Rules of Order* should be followed to allow proper presentation of legislative proposals and their ultimate disposition: passage, defeat, or tabling. Not all bills can be voted on, and part of the strategy will be for individual congressmen to see that bills which they support are introduced. The time limits are part of the game's reality since there is not always enough time or information available for well-researched decisions. Lobbyists may only send messages to congressmen on the floor during this period.

After approximately a twenty minute session, students will adjourn. Then, the game operator will tally the votes and record them on the Master Score Sheet. He will also evaluate the success or failure of individual congressmen and lobbyists. Next, a press release must be written for the second session based upon the voting information, reports from lobbyists and the evaluation. For example, the Press Release might state:

"Congressman X is reported to be facing stiff voter resentment as a result of his vote on such and such a bill, or Lobbyist Y may be looking for a new job according to well-placed sources, unless he can produce more for his client."

Second Session: The second day should be most productive. Players will have had some time to politic outside of class and should be in a better position to legislate. The session will begin with your Press Release setting the tone of the day, reactions in the country, rumors, etc. Allow fifteen minutes for written messages as before and then ten minutes for personal contact. Be flexible. If it is obvious that they are ready to vote, move on to the legislative session. Because all congressmen are up for re-election after this round, they will have to spend fifteen minutes of the twenty-five minute session out campaigning and making speeches. To simulate this, have them stand at the edge of the room and make impromptu speeches.

The legislative session again will commence with bills still to be acted upon. Lobbyists continue to send and receive written messages only, but congressmen may leave the session or send their legislative aides to meet with the lobbyists. Legislative aides may, in fact, end up doing a major share of the bargaining because of the campaigning of their congressmen and the many groups with which they have to deal. Conclude the legislative session when the class period ends or if it seems productive, continue it for ten or fifteen minutes on the third day.

Third Session: Before starting the third day you should evaluate the success or failure of individual congressmen and lobbyists and report through the Press Release. Continue the legislative session if necessary. Then allow at least thirty minutes for de-briefing and evaluation of what has occurred. It is usually wise to permit the players to begin by discussing their role, what they were trying to accomplish and what success they had. Let them take turns if the discussion and feedback become too heated. Then have the students drop their roles and talk about what was going on, as if they were observers and not players. This is the critical part, where the simulation becomes the lesson to be discussed and forms a common experience from which the students can learn.

(Multiple copies needed)

PRESS RELEASE

Washington Star Gazette Times

As another session of Congress convenes today, the Editors of this paper feel obliged to speak out on the compelling issues of the day. It has been the practice of certain members within the present administration to attempt to silence the press in its relentless drive to inform the public of what is really going on. But, we will not be silenced.

We want to know what the ever increasing number of lobbyists whom we see wandering around the halls of Congress are doing. Who pays their salaries and who pays for the lavish entertaining of our congressmen? We have heard rumors that there are almost as many lobbyists as congressmen and that some congressmen are doubling and even tripling their salaries by suspect means.

What happens in the meantime to important pieces of social legislation such as the housing, education and health bills? Who is left to speak for the poor and powerless? Are the Armed Services again going to be given a blank check? Who is trying to close the tax loopholes, protect our environment, and increase the minimum wage? We urge all citizens to carefully scrutinize their elected representatives.

(Multiple copies needed)

LOBBYIST'S REPORT FORM

Lobbyist ____________________

What bills were passed for which you should receive credit? ____________________

____

____

____

To whose campaign did you give money? How much? ____________________

____

____

____

____

Is there anything else that you would like to report? ____________________

____

____

____

____

____

____

(Multiple copies needed)

MESSAGE FORM

TO ______________________ PERIOD ______________

FROM ______________________

____

____

____

____

____

RELEASE TO PRESS YES ________ NO ________

MESSAGE FORM

TO ______________________ PERIOD ______________

FROM ______________________

____

____

____

____

____

RELEASE TO PRESS YES ________ NO ________

(Multiple copies needed)

REPRESENTATIVE'S REPORT FORM

How did you vote? Representative ______________________

Bill	First Session			Second Session		
1	yes ____	no ____	table ____	yes ____	no ____	table ____
2	yes ____	no ____	table ____	yes ____	no ____	table ____
3	yes ____	no ____	table ____	yes ____	no ____	table ____
4	yes ____	no ____	table ____	yes ____	no ____	table ____
5	yes ____	no ____	table ____	yes ____	no ____	table ____
6	yes ____	no ____	table ____	yes ____	no ____	table ____
7	yes ____	no ____	table ____	yes ____	no ____	table ____
8	yes ____	no ____	table ____	yes ____	no ____	table ____
9	yes ____	no ____	table ____	yes ____	no ____	table ____
10	yes ____	no ____	table ____	yes ____	no ____	table ____
11	yes ____	no ____	table ____	yes ____	no ____	table ____
12	yes ____	no ____	table ____	yes ____	no ____	table ____
13	yes ____	no ____	table ____	yes ____	no ____	table ____
14	yes ____	no ____	table ____	yes ____	no ____	table ____
15	yes ____	no ____	table ____	yes ____	no ____	table ____
16	yes ____	no ____	table ____	yes ____	no ____	table ____
17	yes ____	no ____	table ____	yes ____	no ____	table ____
18	yes ____	no ____	table ____	yes ____	no ____	table ____
19	yes ____	no ____	table ____	yes ____	no ____	table ____
20	yes ____	no ____	table ____	yes ____	no ____	table ____

How much did your campaign fund receive? ______________________

From whom? ______________________

Anything else that you would like to report? ______________________

SCORING AND EVALUATION SYSTEM

Each proposed bill is either supported (+) or opposed (–) by each of the twelve representatives. An (o) means it is of no great concern. Votes are recorded on both the tally sheet and the lobbyist score board, samples of which follow.

When a vote is taken, go down the column and across the row to record on the tally sheet the appropriate factor (+,–,o). If several bills pass there should be several +'s or –'s or o's. Put a mark on the tally sheet next to the representative's name and find the difference between the +'s and –'s. Do the same for the lobbyists.

From the report form, which you will receive from the lobbyists each term, record the amount of money given to particular representatives on the tally sheet in the appropriate box. If you have time you may check the representative's report form for consistency.

To evaluate the success of each representative, you must consider the difference between bills passed that he supports, those he opposes (a-b on tally sheet), and the amount of campaign funds collected. An asterisk in this space means the representative needs money to run his campaign. For example, if a-b is a positive number, that indicates more successes than losses, and if the representative needed money and received it, you can report that he is predicted to win re-election. For evaluation, consider the overall scores for that round to estimate winners and losers and those who did not receive +'s or –'s. They can be reported to be inactive "as usual." You will have to use your judgment as you write the press release for the next session. Lobbyists are evaluated in a similar fashion but only on issues decided. They can be reported as successful, unsuccessful, making more money, about to lose their jobs, being seen with influential representatives, etc.

TALLY SHEET

Representatives	(a) No. of +'s	(b) No. of –'s	(a-b)	Contributions from Lobbyists
1. Williams				*
2. Davis				
3. Adams				
4. Brookings				*
5. Doyle				*
6. Burke				
7. Filbrook				
8. Worthington				*
9. Brown				
10. Powell				*
11. Perry				*
12. Wheatley				
Lobbyists				
1. Jones				
2. Smith				
3. Gates				
4. Harper				
5. Washington				
6. Miller				
7. Strong				
8. Johnson				
9. Allworth				
10. Bryant				

SAMPLE LOBBYISTS' SCORE BOARD

Lobbyist \ Bills	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
	+	0	–	+	+	+	+	+	+	0	+	–	0	+	0	+	+	–	–	0
	–	+	+	–	+	+	–	0	0	–	–	+	0	–	–	0	–	0	–	+
	–	+	+	–	+	+	–	0	0	–	–	+	0	–	–	0	–	0	–	+
	+	–	–	+	+	–	+	+	+	+	+	–	–	+	+	+	0	0	0	–
	–	+	+	–	+	+	–	0	0	–	–	+	0	–	–	0	–	0	–	+
	0	0	+	–	0	0	–	–	–	–	–	+	0	–	–	–	0	0	–	0
	0	0	+	–	0	+	0	–	–	–	–	+	+	0	–	–	–	0	–	0
	+	–	–	+	+	0	0	+	+	+	+	–	–	+	0	+	+	–	–	0
	+	–	–	+	+	–	+	+	+	+	+	–	–	+	+	+	+	0	+	–
	–	0	–	+	0	0	+	+	0	0	0	0	+	–	–	0	0	0	–	0

SAMPLE REPRESENTATIVES' SCORE SHEET

Representatives \ Bills	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
1.	+	0	0	–	+	+	+	+	+	+	+	–	+	+	–	–	+	+	–	0
2.	–	–	–	0	+	+	+	+	+	+	+	–	0	+	+	0	0	0	–	0
3.	–	+	0	–	0	–	–	–	–	–	–	+	+	–	–	–	0	0	–	+
4.	–	0	0	–	0	–	–	–	–	–	–	+	+	–	–	–	+	0	–	0
5.	–	+	0	–	0	0	0	0	0	0	–	0	+	0	0	0	0	0	0	+
6.	–	+	+	–	–	–	–	–	–	–	–	+	+	0	–	–	–	–	–	+
7.	+	–	–	+	+	+	+	+	+	+	+	–	–	+	+	+	+	–	+	–
8.	+	–	0	+	+	0	0	+	+	+	0	–	–	–	+	+	+	+	0	0
9.	±	–	–	+	+	+	+	+	+	+	+	–	–	+	+	+	+	–	–	0
10.	–	0	+	–	–	–	–	–	–	–	–	+	0	–	–	–	–	+	–	+
11.	0	0	0	+	–	0	+	+	0	0	0	0	+	–	–	0	+	–	0	0
12.	0	+	0	–	–	–	–	–	–	–	–	+	+	–	–	–	0	0	–	+

D

THE LOBBYING GAME

Student Handbook

SCENARIO

As the ninety-third Congress convenes, the following events will occur. There are twelve elected representatives and their legislative assistants trying to do what is best for their district, what is best for the country, and at the same time, insure their re-election. The congressmen will have to study each bill and see how it would affect their constituents. They will have to make alliances with other congressmen in order to get bills passed which they favor. In this task they will have to rely heavily on their assistants who, in many cases, do most of the legislative work while they themselves are out speaking to the public. Such public appearances become increasingly necessary during the second session when, in order to gather election support, all congressmen will have to spend fifteen minutes of the twenty-five minute session out speaking in their home district.

In their function as legislators, congressmen are assisted by representative lobbyists of major interest groups who attempt to make known to congressmen the position of their company or association. Lobbyists do this by providing facts and figures in a persuasive and, occasionally, even questionable manner. They have differing amounts of money to contribute to the campaign funds of congressmen they wish to see re-elected and often have the luxuries of their companies to share with these congressmen, such as airplanes, expense accounts, hotel suites, and free limousines. They sometimes have the legal business of their companies to share with lawyer-congressmen, or have employment opportunities for the relatives or friends of sympathetic congressmen.

The lobbyists will be present throughout the congress, as will the presidential liaison man and the House chaplain who, each in his own way, will suggest what ought to be done. A good deal of your time will be spent communicating with these people by message because face to face conversation with them is sometimes impossible. You will be allowed time for personal contacts with the other players to share your ideas and make your deals.

Because not all of the bills will be brought to the floor, a major function of lobbyists is to influence which bills come up and in what order. To accomplish this, lobbyists must keep in close contact with and provide constant input to the Speaker of the House who decides the order of business.

Parliamentary skills are necessary to keep the game moving and all players must remember that a majority vote is required for passage of a bill or for reconsideration of a previously tabled bill.

LOBBYISTS

1. Lobbyist Jones:

You represent the AFL-CIO, the nation's largest union. It has been said the organized union vote in urban areas can swing most elections and is critical for any Democrat. You have $20,000 to contribute to any campaign fund, but your most important influence is the number of votes your union controls and the number of campaign workers you can provide. You can also push union legal affairs to lawyer legislators or their partners.

2. Lobbyist Smith:

You represent the National Association of Businessmen who are interested in keeping government out of the free enterprise system. You are especially interested in the drug labeling proposal, the minimum wage proposal, and tax laws. You have $50,000 to donate to campaigns or pay for certain congressional speakers. Your firms may also volunteer their airplanes, hotel suites, law firm business, or business advice on investments, potential jobs after retirement or simply retainers for "service rendered."

3. Lobbyist Gates:

You represent several of the major oil and coal companies in the country. They are interested in government interference with big business and especially the oil depletion allowance. You have $75,000 plus similar means at your disposal as those of Lobbyist Smith.

4. Lobbyist Harper:

You represent the American Association of Education which includes the majority of teachers from grade school to college. They are interested in education bills plus other reform and social welfare proposals. While you have no money to contribute to campaign funds your association members can produce a flood of mail on any issue at a moments notice to influence legislation.

5. Lobbyist Washington;

You represent the major defense contractors in the country who are, of course, interested in the continuation of federal appropriations for arms and planes.

You have $100,000 at your disposal plus the other advantages of big business (see Lobbyist Smith). In addition, you have influence in the right circles to get commissions for certain people.

6. Lobbyist Miller:

You represent the Farmers Association of America, the largest farmer and farming corporation. They are interested in the farm subsidy plus other legislation threatening to interfere with big business and free enterprise. You have $30,000 plus the other advantages of big business (see Lobbyist Smith).

7. Lobbvist Strong:

You represent the National Association of Policemen, Sheriffs, FBI Agents, State Troopers, and similar groups who are interested in preserving law and order. They favor increased spending for law enforcement assistance bills and usually oppose social programs. You have $10,000, which is not very much, but you do have a large audience who will write to legislators.

8. Lobbyist Johnson:

You represent the National Association of Minorities, the oldest and largest civil rights organization. You don't have any money or business advantages, but you do have a strong moral cause and can produce a vast amount of mail and numerous visits to legislators in support of social issues.

9. Lobbyist Allworth:

You represent a people's lobbying effort with a large membership of vocal voters. This is important because you don't have any money or other means to influence legislation other than a large group of volunteers. Some of your people will even visit a legislator and stay with him until he sees the light!

10. Lobbyist Bryant:

You are an ex-legislator with many congressional friends and can easily get permission to be on the floor during congressional debate. Presently you are representing the Recreation Association of America which is interested in developing federal lands for public recreational use. They are opposed to private development and provide you with a large membership of conservationists and recreation minded people to write to legislators, but they have no money or other means to influence votes.

LEGISLATORS

1. Representative Williams:

You represent a low and moderate income district in a large, urban city in the northeast. Your constituents are mostly Black or Spanish speaking (60%), with an ethnic neighborhood on the border (40%). This ethnic group is not organized but it fears losing the community to the minority groups around them and is concerned about crime, taxes, quality of education, and property values. The minority groups are also splintered by race and economic level with some aspiring to middle class status and others vying for minority control of schools, businesses, police, etc. in the area.

You have been elected twice by winning the votes of the more moderate members of both races, stressing patience and forbearance in seeking solutions to problems. Presently you are being challenged by the younger more militant members of the community who are aware of broader economic issues. By profession you had and still have a small law practice and have prided yourself in handling many cases without receiving a fee. Lately, your expenses in Washington and your aspirations for a better life have strained your personal budget and you are concerned.

2. Representative Davis:

You are the youngest son of a very wealthy eastern family, educated at Yale University and Harvard Law School. You have been in politics since graduation and have lived comfortably off family financial investments in oil handled by your oldest brother. This is your first term and you were elected on a reform ticket to rid your middle class district of bosses. Your constituents are concerned about private interests controlling government, the increasing defense budget, the decrease in social services, and the urban decay of their city.

Lately there has been concern about the rising crime rate in the district and the possible inclusion of high-rise, low-income housing in your district which has prided itself on single homes and renovated town houses. Your chief competition comes from a moderate in your own party who has attacked you for your gentry status and lack of contact with the working class members of your district.

3. Representative Adams:

You represent a rural area in a mid-Atlantic state known for sending only members of one party to Congress. You are an ex-FBI agent and small town police chief with aspirations for higher national position. Your district is mostly conservative, but includes a growing and increasing liberal population from a college. You represent the interest of the small farmer, entrepreneur, and managerial class that have recently moved to your district from nearby urban areas and you have won re-election by wide margins. You pride yourself on your contact with local civic groups, the service clubs, and your availability to talk to any group at any time. Your opponent in the last election did question your refusal to debate him but you had a very busy schedule.

Many businessmen in your district are reluctant to see the present tax laws changed. Your district is interested in more government contracts, especially for your local defense plants. Your integrity has never been questioned, but it is known that you enjoy certain privileges commensurate with your importance such as airplane service, a free car for your use from Detroit, and especially your advancement in the Air Force Reserve.

4. Representative Brookings—Speaker of the House:

You represent a large agricultural and mining district in a southern state. Your family are farmers and have been for many generations. Presently much of their land is unused and receiving farm subsidies for not planting. You live on the farm and manage its operations as well as your congressional duties. Your district is interested in mining issues and the enlargement of its present military installations. There are a small, but increasingly politically active minority group, mostly ex-sharecroppers and mill workers. They have taken over some county offices since your last election, but they do not pose much of a threat to your re-election. But just to make sure, you will need a larger campaign chest next year and therefore you are seeking donations.

Your district in general is not known for supporting any major social programs that will increase taxes. The major business interests in your area are opposed to the proposed increase in the minimum wage and its extension to agriculture.

Your additional duties as Speaker will be to preside over the actual legislative session and to get through the order of business. The order in which bills are debated and voted upon is your decision, subject to overrule by a majority vote.

5. Representative Doyle:

You represent a large rural and suburban district in the southwest known humorously as one big oil well. Your income is limited to your congressional salary, but you have, in the past, depended on campaign support from the major companies. The district's major city was small twenty years ago when you were first elected but it has grown rapidly and is now experiencing minority pressure. The residents have criticized you for your oil connections and they have a very attractive candidate (young and liberal) to oppose you next year. You recognize the growing urban vote, but you cannot afford to alienate your traditional support base in the suburbs and rural areas. A major concern has been the proposed uses of a vast federal reserve area in your district. The oil and mining interest would like to open it for exploration and the vocal urban groups urge keeping it for recreational-open space.

You do enjoy traveling and have in the past enjoyed the traditional courtesies of private jets and hotel accommodations arranged for your convenience in studying issues.

6. Representative Burke:

You represent a small urban area on the west coast with a large naval base and many retired "brass." You are an ex-Navy man who never advanced above seaman during your service. Recently you have been commissioned an officer in the Reserves and this has helped your ego and public image. The district's economy depends on the Navy base and its politics are controlled by businessmen and retired executives. You have been re-elected twice with ever wider margins and are considered safe in the next election if you continue to hold these alliances and increase your financial base for the campaign. Your district is usually opposed to an increase in federal programs except for military and defense installations. You are opposed to many legislative proposals. Your constituents do not favor an increase in the minimum wage, a change in the tax laws or any attempt to interfere with private enterprise.

7. Representative Filbrook:

You represent a very liberal district, containing a large urban university on the west coast. You won election by running as an independent with the support of the campus community and minority groups. Your campaign was based on economic reform, conservation, and a reduction of the military establishment. The suburban vote which sat out the last election is now organizing to defeat you next year. They want stricter drug laws, more government money for law enforcement, and an end to permissiveness on the campus. To be re-elected you will have to produce enough to keep your young supporters active and willing to work in the political system.

Your profession is law although your only experience has been with Legal Services. You support financial disclosure and have published a personal statement each year. Farmworkers in your area are pushing for an extension of the minimum wage to agriculture and have supported you in the past.

8. Representative Worthington:

You represent a large midwestern farming district. While there are no urban areas of note you have supported bills to alleviate many urban and social problems. You have won re-election because of your reputation as a man of integrity. You have managed to come out on the right side of farm issues, especially the farm subsidy program even though it has bothered you more and more each year since the small farmers in your district do not benefit from the subsidy.

A major issue facing you will be the use of federal lands in your district. Business interests have mounted a well financed campaign to support private development and have threatened to oppose you if you do not support them. If your vote on the issue remains consistent, you will have to increase your campaign chest next year to offset the potential opposition. This will be particularly important since there are not many conservationists in your district to support you.

9. Representative Br[illegible]:

You represent the south side of a major mid-western city experiencing urban decay and strife. You are a member of a minority group and a minister by profession. Your interests are urban. You are supported by civil rights and militant neighborhood groups which are demanding more federal money for urban areas. You have not been very successful in the past in gathering allies in Congress and have resorted to militant speeches in committee meetings. Your committee assignments have kept you away from urban issues and you resent the seniority system.

You have threatened to publicize the lobbying you see going on around you. This exposure would seriously hurt several of your colleagues.

10. Representative Powell:

You are a representative from a small western state which is a location site for Hollywood producers. Your chief problems have been increasing Indian and Chicano militancy on reservations and in small towns. You have been in Congress for thirty years and have represented the conservative farmers and ranchers in your state. The new population has been of similar views and have supported you. The only sizable industry in your major city involved pharmaceuticals and employs many of your voters. Citizens favor the preservation of oil and farm subsidies and keeping the lid on the federal budget. Of course they are very defense minded and have supported increased defense allocations.

You have been well taken care of in the past through legal fees your hometown law firm has managed to secure from the oil and farmers organizations as well as the drug firms. But, of course, they know that they cannot count on your vote all the time.

11. Representative Perry:

You represent a large city in the south known for its progressive ideas about race relations and urban conditions. There is a large and vocal minority community that has supported you in the past for lack of a better candidate. You come from a business family (textiles) but have left the family business to devote your time to politics. A large part of your support comes from the thriving business community, but you also need support from working class neighborhoods who are weary of social upheaval. You have been a little too supportive of progressive causes for their liking and may face an opponent from their group next year. You will also need a large campaign chest to run an effective campaign and cannot expect much financial support from minority communities. This is your second term. In the past the pharmaceutical industry has contributed heavily to your campaign and currently it is opposed to any changes in the drug labeling law.

12. Representative Wheatly:

You represent a small conservative state in the northeast and have been in Congress for thirty years. Your district is composed mainly of small farmers and businesses, including a dying mill town. You recognize the problems in this town, but face rural opposition to any attempts to vote for urban programs. While your constituents are also against welfare and social programs, they are not vitally concerned about big business concerns. You have been spending most of your time in Washington and finding less and less time to travel home to your district. Because of this and your age, seventy, you may face a stiff re-election fight. To insure your re-election you will have to produce something in your district such as a military installation.

ADDITIONAL ROLES

Presidential liaison man:

Henry Jones is the presidential liaison man and is responsible for seeing that the wishes of the President are made known to respective congressmen. He can use logic or persuasion; he can ask for or give favors, or imply that the President would be mighty grateful if so and so voted a certain way, and that the President might be able to give the congressman re-election support. In the past it has been observed that certain congressmen in favor with the White House have gone to higher positions in the Cabinet, the Courts, or have been assisted in their re-election battles by a personal visit from the President to their home district.

Chaplain—the House of Representatives:

Rev. Peter Moses is the chaplain of the House. Aside from saying the benediction and closing prayers at each session, he also comforts the congressmen with any personal troubles. In the past, House chaplains have also tried to influence legislation according to their church's philosophy or have, at least, used their religious background to influence legislation according to their personal philosophy. The United Council of Churches has long tried to bring a greater spirit of Christianity back to Congress and hopes that the chaplain will act in this manner. The Rev. Moses is also known to appreciate being called to the White House to preside at official White House Services.

BILLS TO BE CONSIDERED

1. A bill to reduce the oil, mineral, and coal depletion allowances, which would reduce the tax break to oil, mining, and mineral producers.

2. A decision of where to locate a major federal military installation narrowed down to four regions, Southwest, Mid-Atlantic, West Coast, or New England. This will mean jobs and related development to whichever region secures the project.

3. A bill to allow increased private development (lumber, mining, resorts, etc.) of public lands instead of preserving for public recreational uses at high costs.

4. A bill to reform the tax laws and to close the loopholes presently favored by business, investors, and the very wealthy.

5. A bill to revise the laws regulating drug labeling. The specific proposal would require labeling by generic names as well as trade names so that consumers can choose the least expensive medicine they need.

6. The Armed Services and the Defense Department annual spending bill is being considered. Proposal is to increase the level from last year and to develop new rockets and bombers.

7. A bill to appropriate money for a massive mass transportation system in the nation's urban areas to include hi-speed subways and mono-rails and to take the necessary funds from highway construction.

8. A bill to increase the minimum wage to $2.25 per hour and to extend its coverage to all workers including sales and farmworkers.

9. A major education bill at all levels from early childhood to college is being considered. It would provide federal assistance to all districts but would be heavily weighted toward urban and poor districts. It is supported by civil rights and education groups.

10. The Housing and Urban Development appropriation would increase drastically the level of federal aid to urban areas for housing and related developments. The money would go to municipal governments with an increased requirement for citizen participation in policy decisions similar to Model Cities.

11. The Health & Welfare appropriation which would institute a guaranteed income level for all Americans unable to work and provide government jobs where needed.

12. A bill to limit all federal spending to the present level which would therefore not allow proposals 9-11 to be enacted or funded this year.

13. A bill to increase funding for the Law Enforcement Assistance Administration and to increase the share to rural and suburban areas.

14. A bill to decrease the farm subsidy allowance available to any single farmer or farming corporation. The maximum anyone could receive would be $100,000 a year.

15. A bill to make lobbyists publicly identify themselves and their clients and record all meetings with legislators.

16. A bill to require all congressmen to reveal their financial and business holdings at least once a year and to report all income and investments.

17. A bill to fund presidential and congressional campaign expenses from the public treasury based on major party votes in the previous election.

18. A bill to raise the salary and expense accounts for congressmen effective next session.

19. A bill to regulate the sale of firearms including hand guns and rifles by strict registration procedures with a "need to have" proviso.

20. A bill to increase off shore drilling for oil, increase size of tankers, and reduce the regulations on strip mining presently in effect.

III. SIMULATION GAME: *BLANCAVILLE*

Blancaville is a simulation game designed to teach the inter-relationship of city, state, and federal government and the potential of group influence. It deals with the complex problem of low income housing in the suburbs. Consequently the game can be used either as the conclusion of the study of government or as part of a current problems course. It can apply to any branch of state and federal government and can concern all issues.

Because *Blancaville* contains detailed relationships, it is imperative that the participants have some prior knowledge of the workings of city, state, and federal government. Since New Jersey State Government served as the model, *Blancaville* is pertinent to New Jersey politics. Teachers from other states may alter the titles of three of the participants to meet their states' terminology.

Objectives: The primary objective of this simulation is to create a situation in which students will participate in concerted group action in pursuit of a goal. By the end of the game and discussion, participants should be able verbally to describe the following concept:

> *Local citizens may use a variety of methods to postpone or stop actions they consider detrimental to their community. These include political pressure, compromise, and court injunction.*

Several secondary objectives for students are also possible with the *Blancaville* game.

a. Participants will be able to explain the arguments for and against suburban housing of the poor and then choose one of the positions to support.

b. Participants will be able to describe the following intergovernmental relationships in the area of housing:

- —State governmental agencies assist in planning and financing, but do not make the ultimate decision.
- —The U.S. Department of Housing and Urban Development can help supply funds, lend planning talent, but does not make unilateral decisions on individual projects.

Directions

Blancaville is unique because it provides participation by the game director. The director takes the role of Max, owner of the Unique Diner, and assumes the task of disseminating information and providing pace for the session. More details are given on page 240 under "Role of the Director".

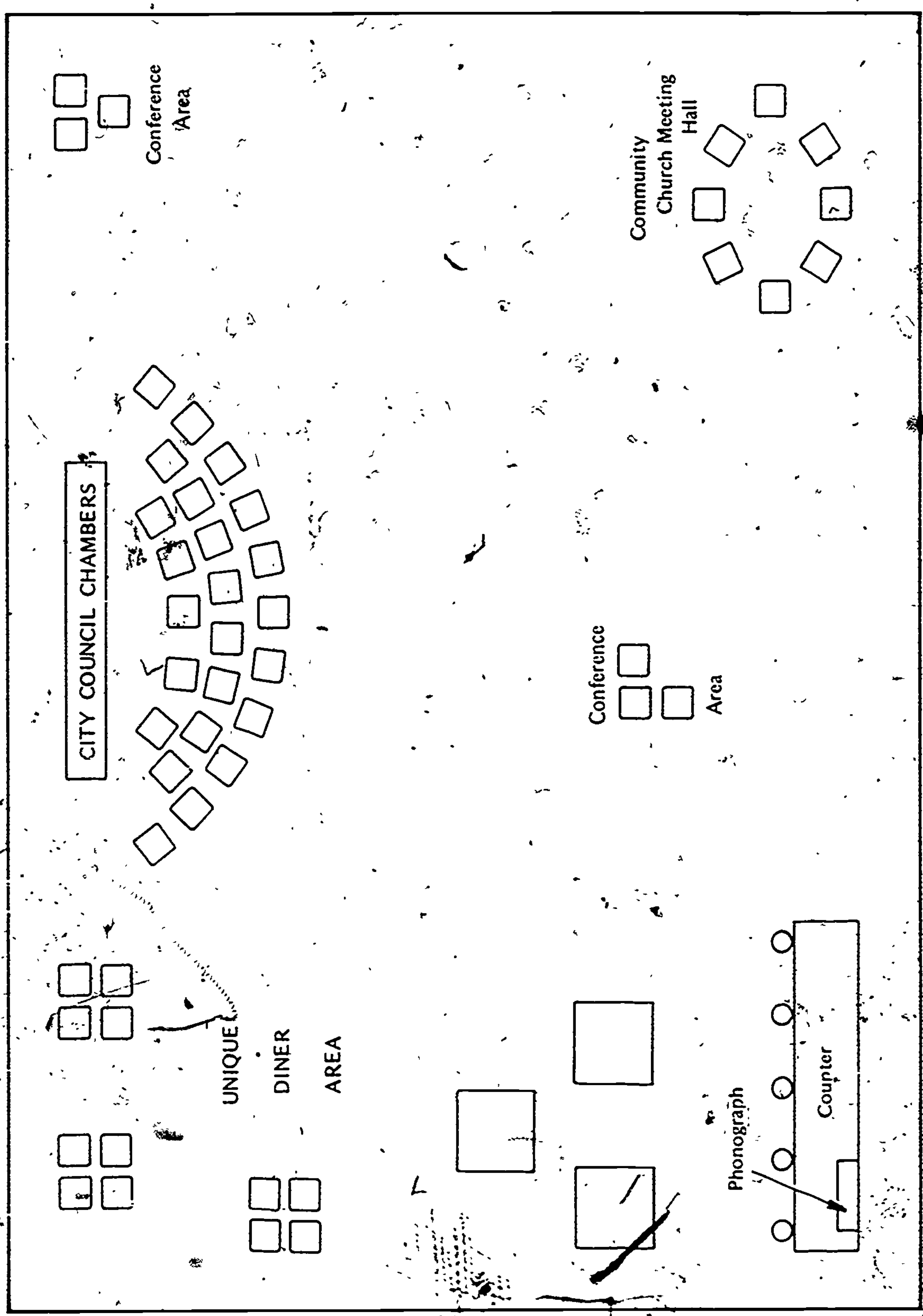
Arrange your room into three general areas, as shown on page 239: a) city council chambers with enough seating for all participants; b) a community church conference room; c) the Unique Diner. Identify each of the three major areas with a brightly lettered sign.

The Diner should consist of a long table with chairs or stools to act as a counter and tables or desks pushed together to form booths. Provide either a radio or record player with rock music records. A filled coffee pot or punch bowl adds a finishing touch if either is available. Note: Have all materials for handout duplicated in advance and stacked in order at the counter for use during the game.

Two or three conference areas containing two or thre[illegible]s may be advantageous, if space allows.

Note: Allow sufficient time to set up the room with the help of three or four assistants.

Amount of Time Allowed	Step by Step Directions
	1. Have the students take seats in the City Council Chamber.
2 min.	2. Give each student a card and a pin to make a name tag. (Or you may have them drawn up earlier.)
3 min.	3. Pass out flyer "Welcome to Blancaville" (page 244). Allow time to read each flyer before proceeding.
0	4. Make sure everyone has his copy of the "Participants" (pp. 242-243), distributed at the previous class meeting.
10 min.	5. Announce that everyone is at a press conference called by Rev. Dooley, Dr. Godspeed, Mr. Mann. Turn the meeting over to them. Pass out the housing project proposal (page 246). Dooley should read it aloud while others read it silently. Questions follow.
2 min.	6. Game director now becomes Max, owner of the Unique Diner. Explain to everyone that you run the diner and provide a daily news sheet about Blancaville. Every time they hear loud music playing they should stop whatever they are doing and come to the Diner for new information. Invite everyone to the Unique Diner.
5 min.	7. Pass out "Blancaville in Brief - June 12" (page 247). Allow for action and response. Participants may go anywhere in the room.
10 min.	8. Turn up music and call everyone back to the Diner. Pass out "Blancaville in Brief - June 19" (page 247). Allow for action.
10 min.	9. Turn up music. Call everyone back to Diner. Pass out "Blancaville in Brief - July 8" (page 248). Allow for action. During this round tell the Mayor that he will chair a city council meeting next round.
20 min.	10. Turn up the music. Call everyone back to the Diner. Pass out "Blancaville in Brief - July 22" (page 248). Allow spontaneous action for 5 min. Then have Mayor call City Council meeting. All should attend.
10 min.	11. Play music again. Pass out "Blancaville in Brief - August 4" (page 249). Allow for action and meetings. During round tell Albert D'tal that he will chair hearing in the next round. Also tell Thomas Snupe that HUD will approve funding during the next round.
15-20 min.	12. Turn up the music. Back to the Diner. Pass out "Blancaville in Brief - Sept. 8" (page 249). Allow spontaneous action for 5 minutes. Then have D'tal call hearing in City Council Chambers.



Conference Area
Community Church Meeting Hall
CITY COUNCIL CHAMBERS
Conference Area
UNIQUE DINER AREA
Phonograph
Counter

Amount of Time Allowed	Step by Step Directions
15 min. maximum	13. Turn up the music. Allow 5 minutes of spontaneous action. Then have mayor call city council together to decide on housing project.
30 min.	14. Take over and have wrap-up session. (Questions included on p. 251).
2½ hours maximum Total	

THE ROLE OF THE DIRECTOR

A. The main task of the director is to keep the game moving. As Max, owner of the Unique Diner, the instructor can pace the game at his own speed. The time frames listed with the instructions are *maximum* guidelines. If a round begins to drag before the time suggested, end that round early and go to the next.

Do *not* extend any rounds beyond the time suggested, except under extreme circumstances. Do not be afraid to end a round while everyone is negotiating and running around. Time is always a factor in life as well.

B. As Max, the Director can make quiet suggestions to individual participants *if the game needs new life.* Remember: this is the participants' learning experience! Their own discoveries are vital. Let them determine the action.

C. Run the game with authority. End each round conclusively. The Director must stick by each decision he makes. He need not defend it until the wrap-up session (like an umpire).

D. Move the game quickly and cheerfully. Appear relaxed and confident, even if you are a rookie game director. Running games is easy once the game is under way.

E. Controversy must exist in order that the action of countervailing groups can be seen. If all participants seem to be taking the same point of view, a few words to some participants may be necessary.

F. During the follow-up discussion, lead the students to make their own conclusion. Simulation gaming is an inductive tool rather than deductive. Don't lecture.

Essential Hints

1. If possible, Blancaville should be played in one session with no breaks.

2. Discourage people from leaving the room during the game.

3. Allow no guests or visitors. Everyone should be a participant.

4. Have all handouts stacked in order of distribution. Be sure each handout is given out in sequence.

5. Assign individual roles opposite to their positions in life whenever possible. (If you have an integrated class, make sure Martin Torie is black, etc.)

6. Keep a small notepad and pencil handy to write down interesting incidents or questions that occur during the game. Use them during the follow-up session.

7. Do not let the game drag—if one round is going slowly, end it early and begin the next. Keep the pace moving! Much of this can be done by your brisk, clear voice and eager inflection.

ASSIGNING ROLES

On the day before the game, describe the set-up of the game. Do *not* tell them the objectives or suggest any action. Emphasize the importance of everyone's presence in class the following day.

Give each student a list of participants. Then assign each student the role for which he is responsible. The most difficult roles are those of the state and federal government officials (Commissioner of Community Affairs, his assistants, etc.). These parts should be given to students who will look up enough information to portray their characters realistically.

All other parts can be given out at the instructor's discretion. Lively but less able students often play excellent leading roles Godspeed, Torie, the Congressman, etc. The reporter should be a quick-thinking, witty extrovert (if one is available). People playing Godspeed, A. A. Mann, and Rev. Dooley should have copies of the proposal that they will read at the press conference the next day. They should become familiar with its content and be able to answer questions about it. Instruct them not to show the proposal to other people in the class.

That evening each student should prepare in advance by 1) reading any government descriptions necessary, 2) thinking about the issue; and 3) defining his role in the game.

Note #1: It is wise to have one or two students ready to take any role should some vital character be absent.

Note #2: To avoid petty arguments, it is strongly suggested that the instructor *assign* roles rather than call for volunteers.

PARTICIPANTS

1. The Rev. Thomas Dooley—Pastor of the Blancaville Community Church, Rev. Dooley has emphasized the social mission of the church. More than any other congregation in town, Community Church has attempted to relate to social and political problems.

2. Dr. Amos Godspeed—A practicing physician, Dr. Godspeed is also a deacon in the Community Church and a leading advocate for the housing project. He not only helped to write the proposal, but also made contact with key people in the state capital.

3. Mayor of Blancaville, Larry Verbose—Mayor Verbose, considered a "liberal Republican", has been mayor for four years and has led Blancaville to its present position as a hub in the county. He and the Council have been very careful to keep out of Blancaville apartment complexes and housing developers. Blancaville remains a single-family, upper middle class town.

4. City Councilmen A—see description of mayor. You may accept the role defined by the mayor or choose a more independent route. (Number of city councilmen is flexible, depending on total number of participants).

5. City Councilmen B—Liberal mavericks on city council. Vote is decided on each issue by you.

6. Commissioner, State Department of Community Affairs—A political appointee of the Republican governor, the Commissioner has shown some interest in suburban housing for the poor. However, he is subject to political pressure from the governor, legislators, and the public. Some call him a "man on the move".

7. Jacob Stein, Director, Housing Finance Agency—Operating under the Department of Community Affairs, HFA assists individuals and organizations to get funding for housing projects. While with another agency, Mr. Stein worked with Dr. Godspeed in setting up an urban health clinic.

8. Albert D'tal, Assistant Director, Division of State and Regulation Planning —It is the division's responsibility to work with cities and towns in their technical planning and zoning. Mr. D'tal also answers to the Commissioner of Community Affairs.

9. Martin Torie, President of Blancaville Civic Association—The BCA is devoted to keeping Blancaville from becoming a bustling metropolis. Like most of its members, Martin Torie is a life-long resident of the community. The recent changes in the area have dismayed and angered him. Although the BCA has only 125 members, most are influential citizens in county and state politics. Mr. Torie owns real estate throughout the county.

10. A. A. Mann, Chairman of the Black Unity Conference (BUC), Urbos—College-trained and articulate, Mr. Mann is devoted to the causes of minority development in housing, employment and cultural awareness. The housing proposal is his first major venture. He commands respect from older Blacks as well as younger militant Blacks in the community.

11. State Senator from the County—Defines his own role. Play it as the wind goes.

12. State Representative from Blancaville and another suburb—defines his own role.

13. Newspaper reporter—Walter Lippoff—It is his job to attend all functions, interview key figures, and write a feature about Blancaville for the Urbos *Chronicle*. A resident of Blancaville, he has freedom to write opinions as well as interpret facts. He reads his stories between rounds of the simulation.

14. Field Representative Thomas Snupe—U.S. Department of Housing and Urban Development—When an application for funds for a housing project is received by the HUD office in Washington, a field representative is dispatched to gather further information. HUD has been very interested in suburban housing for the poor. Mr. Snupe should hear all sides and then make a recommendation to HUD.

15. Congressmen Jonathan Schrewd (Republican) ——A ten-term Representative to Congress from the 6th District, which includes Urbos and Blancaville, Congressman Schrewd has been called a "politician's politician". He can read political winds blowing and usually get what he wants.

16. Dr. Eugene Thomas—Dr. Thomas is the only Black resident of Blancaville. He is a third generation dentist who has been quite active in local Republican politics. The Thomas family owns a beautiful one half acre estate on Blossom Avenue.

17. Mr. H. B. (Herb) Corpus—A lifelong resident of Blancaville, Mr. Corpus is a leading lawyer in town. As a member of Rotary, Kiwanis, and Blancaville Civic Association, he has become well-known and respected as a shrewd lawyer and loyal citizen of the town.

18. Citizens of Blancaville (3-5)—As citizens of Blancaville, you may observe, participate in, and influence the action in any way. Choose a name and define your own role. Try to represent the full spectrum of political viewpoint. Examples:

    a. Mrs. Irma Radical—A veteran of many left liberal movements over the past ten years, Irma can be counted on to lend her support and energy to any activity in behalf of peace, minority groups, labor, and so on. Her approach is very much direct-action oriented (e.g. demonstrations, boycotts).
    b. George Middleroad—He prides himself on being an informed and independent citizen, not following any political party or persuasion blindly, but rather deciding how to act by the facts and background of each particular issue. (For instance, although he voted for a conservative candidate in the last election, he also campaigned for passage of a graduated income tax).
    c. Jonathon Birch—Proprietor of a local grocery store, Jonathon is convinced that the entire history of the country over the past 30 years has been Communist-inspired. He is anti-black, anti-welfare, anti-big government.

00253

WELCOME TO BLANCAVILLE

Situated north of the bustling industrial city of Urbos is the idyllic community of Blancaville. A marked contrast to the smoky, fastpaced city, Blancaville is the ideal retreat from the office grind.

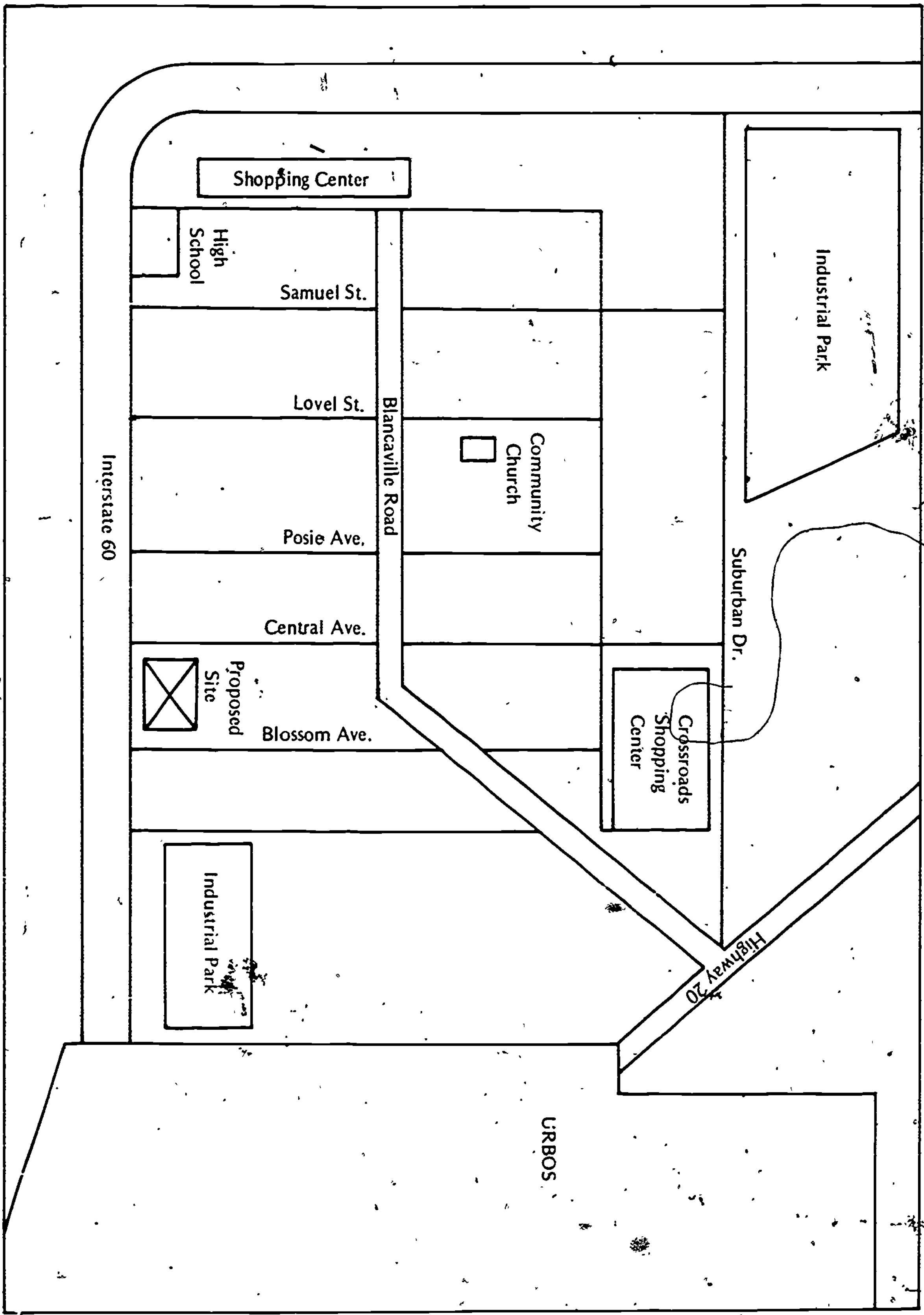
With a population of 12,000 Blancaville offers the ultimate in family living. All residential land is zoned for homes of at least 1/4 of an acre. The schools are new, progressive, and not overcrowded.

Three shopping centers, one each to the east, south and west of Blancaville, provide convenience and quality for modern shoppers. Downtown Urbos is only twenty driving minutes away.

For the future-oriented businessman, Blancaville is a superb investment. Two giant industrial parks flank the town on the north and west. RPA, Tasty Soups, and Ackney Chocolate Company are a few of the industries already located in the area. Within the next ten years, relocation of city-based factories is expected to make the Blancaville shopping areas among the state's busiest.

If you, Mr. Familyman or Mr. Businessman, are looking for a peaceful, quiet, and healthy place, Blancaville should be your new home.

—BLANCAVILLE CHAMBER OF COMMERCE—


Shopping Center
High School
Samuel St.
Lovel St.
Posie Ave.
Central Ave.
Blossom Ave.
Proposed Site
Interstate 60
Blancaville Road
Community Church
Industrial Park
Suburban Dr.
Crossroads Shopping Center
Industrial Park
Highway 20
URBOS

SUMMARY OF HOUSING PROPOSAL

PROPOSAL:

Low income housing development

SUBMITTED BY:

Black Unity Conference (BUC) and First Community Church of Blancaville

DESCRIPTION:

One hundred units of housing with an emphasis on 3, 4, and 5 bedroom apartments to accommodate large poor families. The project will be built out of concrete blocks and finished with a brick and wood veneer. There will be a playground and community center attached.

LOCATION:

Between 6th and 7th Streets on Central Avenue, property presently owned by the First Community Church.

FINANCING:

The Church and BUC will raise and contribute $60,000 for the downpayment. The U.S. Office of Housing and Urban Development will guarantee a bank loan for the balance. The sponsors jointly will pay the mortgage payments each year.

RENT PAYMENT:

Residents will pay rent according to their income. Each rental will be subsidized by HUD funds, which are already established for that purpose.

RATIONALE:

The housing should enable poor people, particularly Black people, to move to the suburbs close to decent job opportunities. The housing will also be available for welfare recipients, the elderly, and the disabled, providing they qualify for subsidized rents.

BLANCAVILLE IN BRIEF

June 12

—Courtesy of the Unique Diner—
where the food is always better than the news

—NEGROES MOVING TO BLANCAVILLE. The Rev. Thomas Dooley's Announcement of a housing project for urban poor people brought the following reactions:

—Republican Mayor Larry Verbose—"This type of project has high ideals but fails to meet the needs of our community. Blancaville is not zoned for apartments of any kind. I see no reason for the zoning to be altered for these people."

—State Commissioner of Community Affairs—"We in the capital are most eager to see how this matter is resolved. All of us are aware of the acute shortage of low income housing. Whether housing in the suburbs is the answer remains to be seen."

—Chairman of the Black Unity Conference, A. A. Mann—"Poor people, Black or White, will always be poor as long as they are isolated from good jobs. The factories and offices are no longer in the city. We go where the jobs are. Anyway we have the same right to a decent, clean environment as white people."

—WELCOME TO TOWN, HEEL-and-TOE SHOE STORE. We hope business will be good.

—MAE BROWN, wife of John Brown, 231 Spruce Street, had triplets at Blancaville Hospital yesterday. TRIPLE CONGRATULATIONS!

BLANCAVILLE IN BRIEF

June 19

—Courtesy of the Unique Diner—
where the food is always better than the news.

—John Steward, son of Mr. and Mrs. Paul Steward, received his Eagle Award last night.

—Actress Betty Tart returned to her hometown yesterday. "Isn't it quaint? Just the way I remember it. Exactly why I went to Hollywood."

-The Rev. Thomas Dooley of the Community Church and members of his congregation will travel to the state capital and Washington to seek support for their proposed low income housing project.

—Martin Torie has called a meeting of the Blancaville Civic Association tonight. Purpose: Mobilize support against the housing project.

—Martin Engelthorpe took a two-stroke lead in the Sunset Ridge County Club Golf Tournament.

BLANCAVILLE IN BRIEF

July 8

—Courtesy of the Unique Diner—
where the food is always better than the news.

–State Senator and State representative to visit Blancaville to meet with Churchmen and Black Unity Conference Chairman A. A. Mann. Topic: Housing Project.

–Mayor Larry Verbose announced that he and the city planner will meet with Dr. Godspeed and other citizens to discuss the Black housing project. "We must all listen and discuss the vital issues of our time," said the mayor.

–Tommy Wheeler of 1216 N. 8th Street won the County Roller Derby. Next stop–the State Derby in Portwood.

–UNIQUE WISDOM: Once a man gets a handout, the hand will always be out.

BLANCAVILLE IN BRIEF

July 22

—Courtesy of the Unique Diner—
where the food is always better than the news.

–Mabel LaFleur won 2nd Place in the State Flower Arrangement event at the County Fair. Roses to Mabel!

–A Field Representative from the U.S. Department of Housing and Urban Development arrived in town Saturday. He plans to meet with the mayor, community chairmen, civic association members, and other interested parties.

City Council meeting tonight at 8 p.m. Rezoning of Central Avenue is likely to bring heated discussion. Should be a hot one. Don't miss it.

–James Bateman lost a 24 pound lake trout at Moon Lake last Thursday. I've heard some fish stories, but . . . .

BLANCAVILLE IN BRIEF

August 4

—Courtesy of the Unique Diner—
where the food is always better than the news.

—Mayor goes to state capital to meet with State Commissioner of Community Affairs which handles state housing. On his drive up, the mayor will probably pass FHA director Jacob Stein, who will meet with our Samaritan, Dr. Godspeed.

—Congressman Jonathan Schrewd was again visited by groups for and against the Black housing project. According to many, Schrewd can stop the HUD funding—if he wants to.

—Happy Birthday to Sylvia Sunkett, a member of the Board of Education. She is uh, uh, 21 years old today. Isn't it nice to be young again?

—UNIQUE WISDOM: There's no place like home—the way it used to be.

BLANCAVILLE IN BRIEF

September 8

—Courtesy of the Unique Diner—
where the food is always better than the news.

—HUD approves funds for new housing project. That is, if zoning codes can be changed.

—Hearing Planned—Albert D'tal, of the State Department of Community Affairs will hold a public hearing about the proposed housing project. "Although we have nothing to say about the decision, we at the State Department are deeply concerned about this vital issue. We are holding this hearing so that all voices may be heard," read his statement.

—How about joining the Volunteer Fire Department? It's your city, too.

State and national politicians have been asked to attend the hearing on Friday. Let's make ourselves known.

BLANCAVILLE IN BRIEF

September 21

—Courtesy of the Unique Diner—
where the food is always better than the news.

—City Council to decide re-zoning question tonight at its monthly public meeting.

—Bands of Negro youths threw rocks and bottles at police and firemen in Los Angeles last night as firemen battled a blaze in Watts.

Martin Toric of the Blancaville Civic Association predicts that no housing regulations will be changed. "We do not want people living in rundown housing is Urbos, but we do not want our fair city changed the way the project would change it. What is needed is some kind of creative compromise."

—State Director of Public Assistance said amount of welfare has risen 8 percent in the past year. More handouts.

DISCUSSION QUESTIONS FOR WRAP-UP SESSION

The Wrap-up session (or "debriefing") is the most important part of the simulation. During this time, the students talk about their roles, discoveries, and questions. Below is a list of questions for the game-leader's reference. They are only a guide. The leader's own questions will be more pertinent and situational.

1. Was the outcome realistic?
2. Ask various individuals to explain their feelings as they played their parts (A. A. Mann, Torie, and Schrewd).
3. Ask Commissioner of Community Affairs to explain his feelings. Then ask his staff.

   Note: They should emphasize their powerlessness to make the actual decision.
4. Was there any political dilemma for the Mayor or Councilmen?
5. What kinds of actions did the state and federal representatives take?
6. What didn't they do?
7. Who made the decision?
8. Where does political power in a community lie?
9. Discuss any interesting individual roles. Were they realistic? humorous? disruptive?
10. Did anyone feel frustrated during the game? Why?
11. Were you happy with the outcome?
12. What would happen to this issue in this city (or this section of town)?
13. Are there any alternate solutions?
14. What purposes do hearings perform?
15. Are decisions made in formal meetings?
16. How many people changed sides during the game?

IV. SIMULATION GAME: *COLLECTIVE BARGAINING*

This simulation game has been included within the *State Government* curriculum for these reasons:

1. In the context of the study of lobbying and pressure groups, collective bargaining provides an example of an institutionalized means of influence from particular groups on a decision-making situation (labor-management relations).

2. The process of collective bargaining which students will experience in the game illustrates methods and problems of negotiation and reconciliation. What students learn from this game about these aspects of human interaction can have useful carry-over to their own experience in lobbying and negotiating situations.

3. The rules of collective bargaining, and the laws affecting who can or cannot strike and under what circumstances, are products of the state and federal government decision-making processes.

Specific materials for duplication and instructions for conducting the Collective Bargaining simulation are included in the text that follows.

COLLECTIVE BARGAINING

Background Information for Trainers

Purpose

The game is prepared specifically to help sharpen negotiating skills and to create an awareness of the forces that shape the collective bargaining process.

What is collective bargaining?

Collective bargaining is a method by which labor and management jointly agree and enforce the rules concerning wages, hours, and conditions of employment (negotiating an agreement).

Collective bargaining, as it prevails today, gives recognition to working organizations and to their spokesmen as representatives for their members. The extent of its use is probably the most significant development in the field of labor-management relations in this country.

Overview of Game

The game sets up a union team against a management team, each attempting to secure the best contract. It assumes that employees in this particular place of work are paid slightly higher than the average for similar skills in the surrounding area and that benefits are also slightly better than average. There are 200 employees in the bargaining unit. Most of the employees' skills are used primarily in this plant, not in other plants.

Participants are going to negotiate six itmes. Each item has a value that varies with each of the participants. The Fact Sheet on page gives the values.

Timeline for Game

20 min. Preparation time (reading game)
15 min. Developing initial positions (separate into two groups)
10 min. Presentation by each side (5 min. each)
20 min. Negotiations
10 min. On strike; continue negotiating during 10-day strike
10 min. Recommendations by instructors (separate into two groups)
5 min. Each group considers recommendations
10 min. Final negotiations

STOP!

10 min. Fill in "Settlement Calculations" (p. 262)
Total—1 hour, 50 minutes

COLLECTIVE BARGAINING[1]

Introduction

This game is prepared specifically to help sharpen negotiating skills and to create an awareness of the forces that shape the collective bargaining process.

In this game you will divide into two teams—a union team and a management team. There are four different player roles for the union team and two for the management team. In these roles, the teams will settle the wages and benefits for the union members covered by the contract.

There are about 200 employees in the bargaining unit. Your company is small. It consists of a main plant and a smaller plant nearby.

Your product is not a high-production item. To manufacture it requires fairly high skills in about half the operations. Some of these skills are also useful in the manufacture of other products, but most are useful primarily in your plant.

Your company has been in existence about twenty years. It was unionized about fifteen years ago and is still affiliated with the same union. After some initial adjustment problems, labor-management relations have been continuously good. Over the years there have been very few strikes; those that did occur were quite short and did not generate any lasting bitterness.

Employees are paid slightly higher than the average for similar skills in the surrounding communities. Benefits are also slightly better than average.

You may feel, when playing the game, that it would help to have more detailed information about the financial condition of the company. This is not really essential, however, for your task is to try to obtain the best possible contract. The purpose of the game is to help you improve your contract-negotiating skills. *Your objective, if you are a union representative, is to obtain a better contract than any other union team. If you take a management role, you should try to negotiate a better contract than any other management team.* To receive the greatest benefit from your participation, you should study the attitudes and ideas of your teammates and compare them with your own thoughts and behavior throughout the game.

Negotiations

It is now necessary for the group to split into two teams. The management team consists of the plant manager and the industrial relations director. The union team will be made up of the business agent of the union local, the chief steward, and stewards Jack and Tom. If there are extra participants, more than one person can be assigned to a role. If necessary, the group may decide roles by lot.

Role Playing

In order for the game to be a successful experience for all participants, it is most important that each team member play his role as it is described. In assuming the role, you will negotiate according to the numerical

[1]Developed for IPLE by the Labor Education Center, Rutgers University

values described on the Factsheet, p. 264. Remove the Factsheet for easy reference. The role descriptions appear below.

Values of benefits and their costs, as well as the costs of strikes, are shown in numerical terms. As in real life, management representatives see union gains as costs to the company and are likely to measure them in dollars.

Union members, on the other hand, often assess benefits in other ways. More money or more time off from work mean different things to different people. For this reason, these benefits for union members will be measured in units of satisfaction rather than in money. This is, of course, gross oversimplification, because a numerical value cannot adequately reflect the complex feelings and value judgments of different people. This simplification primarily makes it possible to evaluate how carefully the game participants have adhered to their roles. The role playing emphasizes how each team member, particularly the union men, represents not only himself but also a group of followers.

Choose roles after reading the descriptions. Then proceed to Item 1. (p. 257)

Role Descriptions—Union

The BUSINESS AGENT of the local is a man with a fairly objective balance judgment. Some of his specific desires are the following:

1. Since he is quite anxious to obtain a wage settlement in excess of 10 cents, he is relatively less satisfied with each penny's worth of increase below 8 cents than he is with wage boosts over 11 cents. The 10th or 11th cent is particularly important.

2. Just like the other members of the union team, he views a full day of vacation or holiday as slightly more than twice as valuable as a half day.

3. He is under constant urging from his supervisors at union headquarters to do what he can to get more money contributed toward pensions. Unfortunately, the majority of the membership considers pension payments less desirable than other items. As a result, the business agent will seek pension improvements only if he can obtain a wage increase of at least 11 cents or if, on the other hand, he obtains less than 8 cents and needs some pension improvement to show a broader-based settlement.

The CHIEF STEWARD also sees the values of improvements in the contract as comparable with their respective costs to the company.

1. He would prefer at least an 8-cent increase in wages. However, an increase in pension is clearly more valuable to him than straight cash, partly because he looks to the future and partly because he wants to support the business agent on that issue.

2. He and many of his friends have more than ten years of service with the company and they feel that employees with greater seniority should enjoy some special privileges. He therefore values additional vacation days after ten years to be as important to him as those granted after five years.

STEWARD JACK has many of the characteristics of a young man or of a single older man.

1. He prefers additional time off rather than more money. Strikes are less of a threat to him than to other members of the team.

2. He, like the business agent, would much prefer to gain at least an 11-cent wage boost—but primarily as a matter of pride. He too would like to obtain an increase in excess of 10 cents.

STEWARD TOM is typical of the man badly in need of cash. Money is by far the most important item on his list. It is a company rule, enforced by the union, that an employee must take vacation and cannot receive pay for the time instead. As a result, Steward Tom has much less regard for these benefits than he would have if, at his option, he could take them in cash.

Role Descriptions—Management

The two management men also see things differently.

It has been company practice to grant most salaried employees the same additions to vacations, holidays, and insurance protection as are given to union members. As a result, the INDUSTRIAL RELATIONS MANAGER feels that part of this additional cost should be counted when the cost of a settlement is computed.

The PLANT MANAGER, on the other hand, points out that improvements in benefits for salaried employees must be made to meet competition and that it is merely a matter of administrative convenience to make them identical with benefits of union members.

The company has separate pension plans for salaried and for union personnel. Both the plant manager and the industrial relations manager therefore see the cost of pension improvements in the same way.

Item 1

Each team should now caucus to develop its proposals for wages, holidays, vacations, insurance, and pensions. When a team reaches a decision about what figures to request or offer, respectively, each player enters his team's position in the table on page 260. You should reach your decision in 15 minutes. The opposing team's position will be entered later by each participant as it is exposed during the confrontation following the caucas.

The object of this part of the game for the union team is to achieve the maximum number of units of satisfaction, and for the management team to try to obtain a contract at the lowest possible cost.

As stated above, you have 15 minutes to decide your strategy and to make your opening move. Once you begin to present your positions, *you should try to finish within 5 minutes.* The opposing team should not interrupt. Do not begin to bargain until both initial positions have been presented.

The union team begins by presenting its demands as soon as the 15 minutes are up or as soon as both sides are ready—whichever comes first.

If you have had little or no experience with union negotiating and union relations, you may wish to use the Factsheet and the following guidelines on which to base the initial request for the union:

Guidelines

Initial demands by union teams are usually high, since they are a composite of the best that most members would like to get. Furthermore, most unions feel that in negotiation they can never get hurt by asking too much initially. If the union team has difficulty deciding on an initial position, it may wish to start with a 30-cent wage increase, plus 2 more holidays, plus 5 days vacation after 5 years and an additional 5 days after 10 years, plus a 5-cent increase in insurance and a 5-cent increase in pension benefits.

The management teams have a greater problem deciding on strategy. Depending on their evaluation of what will bring the best results, they may start with a very low offer and increase it gradually as the union reduces its excessive demands, or they may start with a generous offer and insist that the union make a substantial reduction in its demands before they would consider improving the offer. A low initial offer would be 4 or 5 cents with no addition to benefits; a high initial offer would be 8 or 9 cents with some improvement in benefits.

Item 2

After the initial positions have been recorded, bargaining starts across the table. *There is a 20-minute time limit in which an agreement must be reached.* Be sure to time yourself carefully. Once the time has elapsed, you are on strike. Each additional minute counts as one day of strike. Continue to negotiate until you reach a settlement or until you have been on strike for 10 days (10 minutes of excess time).

During the ninth and tenth days of strike, the union calls in an advisor from international headquarters and management engages the services of a consultant.

If the strike lasts through the tenth day, see below for recommendations if you are on a management team or a union team.

When negotiations have been completed, enter the benefits obtained by the union in the "Settlement" column on the table on page 262. Then compute the *total cost* of the settlement to management and the *net gain* in satisfaction to the union, using figures from the Factsheet.

For Management Members Only:

Your consultant recommends that you clarify your position. He suggests that you decide on a specific course of action, and he suggests three alternatives:

1. Stand pat and refuse to grant a larger increase or any other further concessions.

2. Offer one cent more in wages than your last offer.

3. Offer one cent plus one-half holiday more than your last offer.

Discuss these alternatives with your teammates and decide on one of them. Once you have made your decision, wait for the union team to make its choice from another set of alternatives (suggested by its adviser).

For Union Members Only:

Your advisor recommends that you clarify your position. He suggests that you decide on a specific course of action and he suggests three alternatives:

1. Ask for one cent more in wages than the last company offer.

2. Ask for one cent plus one-half holiday more than the last company offer.

3. Ask for one cent plus one-half holiday plus one day's vacation after 5 years more than the last company offer.

Discuss these alternatives with your teammates and decide on one of them.

Bargaining now resumes for *10 more minutes.*

Results of the Last Decisions by the Two Teams on Wage and Benefit Demands and Offers.

Assume that more negotiating has occurred and, depending on the alternative chosen by each team, this is the outcome:

1. If the company offer and union demand match, this becomes the final contract provision.
2. If the union asks more than management offers, the ultimate settlement provides for one cent plus one-half day's vacation more than the last company offer, or what the union requested, *whichever is less.*
3. If management offers more than the union demands, the company offer becomes the final contract provision.

You can now complete the calculations on page 262.

INITIAL DEMANDS   Union

Each union member should base his demands on his role and the units of satisfaction that each demand would bring. Using the Factsheet, work out in the table below the units of satisfaction that each union member gains if initial demands are met.

	UNITS OF SATISFACTION			
	Business Agent	Chief Steward	Steward Jack	Steward Tom
¢/hr. wage increase				
additional holidays				
additional vacation days after 5 years				
additional vacation days after 10 years				
¢/hr. additional pension benefits				
¢/hr. additional insurance benefits				
Total units of satisfaction				

INITIAL OFFER   Management

The Factsheet should be used in computing the cost of each point negotiated. In anticipation of union demands, management might work out an initial offer in the table below.

	COST TO MANAGEMENT	
	Plant Manager	Ind. Rel. Manager
¢/hr. wage increase		
additional holidays		
additional vacation days after 5 years		
additional vacation days after 10 years		
¢/hr. additional pension benefits		
¢/hr. additional insurance benefits		
Total cost to management		

SETTLEMENT CALCULATIONS

SETTLEMENT AND VALUE ON SETTLEMENT

	Settlement	VALUE IN HYPOTHETICAL UNITS				COST IN DOLLARS	
		Business Agent	Chief Steward	Steward Jack	Steward Tom	Plant Manager	Ind. Rel. Manager
1. Wage increase							
2. Holidays							
3. Vacation after 5 yrs.							
4. Vacation after 10 yrs.							
5. Additional pension							
6. Additional insurance							
7. Total of lines 1-6							
8. Strike							
9. Net gain/ Total cost							

NOTE:
For union's net gain, subtract line 8 from line 7.
For total cost to management, add line 8 to line 7.

For union's total net satisfaction units, add units of all four representatives.

UNION TOTAL ________

Total the costs as seen by the two managers.

MANAGEMENT TOTAL ________

Union's total net satisfaction units:
Costs as seen by management:

FACTSHEET

NEGOTIATION ISSUES	UNION GAINS Units of Satisfaction value of additional wage or benefit in hypothetical units as seen by:				COST TO MANAGEMENT (in dollars) as seen by:	
	Business Agent	Chief Steward	Steward Jack	Steward Tom	Plant Manager	Ind. Rel. Manager
wage increase						
5 ¢ / hour or less	130	150	100	200	20,000	20,000
6	160	180	130	250	24,000	24,000
7	200	210	160	300	28,000	28,000
8	260	250	190	350	32,000	32,000
9	320	290	220	400	36,000	36,000
10	380	330	250	450	40,000	40,000
11	450	370	300	510	44,000	44,000
12	490	410	330	570	48,000	48,000
13	530	450	360	630	52,000	52,000
14	560	480	390	690	56,000	56,000
for each additional cent, add	20	20	20	20	4,000	4,000
additional holidays						
½ day	20	20	40	20	2,500	3,500
1 day	45	45	85	40	5,000	7,000
1½ days	65	65	125	60	8,000	10,500
for each additional ½ day, add	15	15	15	15	3,500	3,500
addt'l vacation after 5 years						
1 day	30	30	50	20	3,000	3,500
2 days	65	60	100	40	6,000	7,000
3 days	100	90	150	60	9,500	10,500
4 days	135	120	200	80	13,000	14,000
for each additional day, add	20	20	30	15	3,500	3,500
addt'l vacation after 10 years						
1 day	20	30	20	20	2,000	2,500
2 days	40	60	40	40	4,000	5,000
3 days	60	90	60	60	6,000	7,500
4 days	80	120	80	80	8,500	10,000
for each additional day, add	10	10	10	10	2,500	2,500
addt'l pension benefits						
1 ¢ / hour	50	50	30	20	4,000	4,000
2	100	100	60	40	8,000	8,000
3	150	150	90	60	12,000	12,000
4	200	200	115	80	16,000	16,000
for each additional cent, add	40	40	20	15	4,000	4,000
addt'l insurance benefits						
1 ¢ / hour	35	40	20	40	3,500	4,000
2	70	80	40	80	7,000	8,000
3	105	120	60	120	10,500	12,000
4	135	160	80	160	14,000	16,000
for each additional cent, add	30	35	15	35	4,000	4,000
strike per day	20	25	10	35	1,000	1,400

V. WHAT YOU SHOULD KNOW ABOUT COUNTY AND STATE GOVERNMENT

INTRODUCTION

Many questions about County and State government go unanswered. What is County government? How does it relate to local government? How does it relate to State government?

What influence does State government have on our lives? Where can one go for assistance on certain problems?

Many questions . . . but they all have answers. Everyday events occur around us that are influenced by one or both of these branches of government.

This section is designed to help students from junior to senior high obtain useful information about their state's governments. Many of the questions can serve as the basis for actual interviews with County and State officials. They may also be used as a guide for in-depth research if teacher and student so desire.

COUNTY GOVERNMENT

GOVERNING

1. What is the county legislative body called?

2. What is the classification of your county according to population and geographic location?

3. How many members of the legislative body are there and how long is their term?

4. How is their salary determined?

5. How is the director of the legislative body selected? What is the director's duties and responsibilities? Does he/she have more jurisdiction and power than the other legislators on the body? What constitutes the basic powers of the legislative body? Are they limited in any way?

6. How often does the legislative body meet and are the meetings open to the public? What ways are used to communicate information to the public?

ADMINISTRATIVE

1. Does your county have a county administrator? What is the term of office of the administrator? How are his/her powers designated?

2. Does your county have a supervisor? What is his/her term of office? In what manner are his/her powers limited? What is the salary of a supervisor? Should it be adjusted?

3. Who is responsible for appointments to the different agencies, boards, or commissions?

4. What is the procedure for passage of laws on the county level?

AGENCIES

1. What offices in each county are required by the State Constitution to be elective?

2. What are the duties of the county clerk and sheriff? How long are their terms? Does your county have a surrogate? If so, what is his responsibility?

3. What are the differences between the sheriff and the county detective?

4. What are the differences between the local law enforcement agencies and the county law enforcement agencies? In what way are they alike?

5. What agencies are the counties required to have, by state law?

6. How many other agencies have been created by your county?

7. Who directs these agencies?

8. Are they appointed or elected? Which ones are directed by the county legislative body?

9. How are the counties restricted by legislation regarding the type of agencies which can be created?

FISCAL AFFAIRS

1. Specify what amount is appropriate by the state for legislatively-required county agencies?

2. Which agencies in the county have state appointed officials and how are they paid?

3. Who pays for other appointed officials?

4. How much of your county welfare program is subsidized by the state?

5. What percent of state tax goes to the county?

6. How does your community contribute to the county budget?

7. How is the budget determined for the different agencies?

8. How is the overall budget determined?

PLANNING AND ZONING

1. Is there a planning board in your county?
   How many members serve?
   Are their positions appointed?

2. What is the planning board's authority?
   How is the board financed?

3. What restrictions are made on the municipal land use powers as far as zoning is concerned.

4. Do you have any local governing bodies joining into intergovernmental planning within your county?

5. What type of non-governmental agencies do you have in your county that help with the planning?

6. What is regionalization and what kind do you have in your county?

ISSUES

1. What type of aid for education is given to the disadvantaged children in your county?

2. What are the special functions of the health agencies in your county?
   What is a landfill operation and does your county have one?

3. What type of pollution controls are placed on the industries in your county and what is the fine for a violation?

4. What is the crime rate in your county?

5. Does the county have jurisdiction over local affairs?

6. Does your county have any cooperative agreements in purchasing or services? Describe them.

STATE GOVERNMENT

EXECUTIVE

1. What are the basic functions of the Governor?

2. Who are the principal personal staff members of the Governor who act as buffers between the Governor and claims upon his/her attentions and also act as advisors on legislative proposals?

3. Does your state have a lieutenant governor? Who will fill the Governor's seat in case of vacancy and for how long?

4. What makes the Governor's appointment power so significant?

5. What posts are appointed by the Governor and include all levels of state government?

6. Is the state legislature a full or part-time position? Is the executive more influential than the legislature on the initiation and development of policies? Why?

7. What is a veto and explain the power of the Governor's veto?

EXECUTIVE DEPARTMENTS

1. Who decides which departments will be headed by a single executive and which will be headed by a board?

2. What departments serve concurrent with the Governor's term?

3. What departments are headed by a policy-making board?

4. Who appoints or elects the Commissioner of Education (or State School Superintendent) and how long is his/her term?

5. What departments basically make up the Governor's cabinet? Explain basically what the cabinet departments' functions are, who appoints the heads of the departments, and what their official titles are.

6. What commission is in charge of organization of state government?

7. Explain briefly what the Department of Civil Service encompasses and how it has attempted to eliminate the "spoils system."

8. What are the duties of the Secretary of State?

9. How are the legal and formal records organized at the State Department?

10. Who undertakes the management of each state government department?

11. Who determines whether the department head has the authority to organize his/her own department?

12. How is the annual budget basically divided?

JUDICIAL

1. What is the highest court of the state and what is the basic composition of this court? What type of cases are in the jurisdiction of this court?

2. Explain the division of the Superior Court or Circuit Court. Explain the two trial divisions under this court.

3. How are the judges appointed in your state?

4. What court makes the rules governing the administration and the practice of all the courts in the state?

5. What judicial officers are appointed by the Governor?

6. What right of the people is granted by the Fifth Amendment and is it screened by the Grand Jury?

7. What is a "petit" or trial jury?

8. What are the basic qualifications of jurors? Is it the same for all the courts?

9. What is the selection procedure of jurors?

10. What is a public defender and is he/she appointed?

11. What are the powers of an Attorney General? Is he/she appointed and by whom?

12. What is the role of the Juvenile and Domestic Relations Court (or Family Court)? In what ways does it function differently from other courts in the state/county system?

LEGISLATURE

1. What amount of vote is needed to override the Governor's veto?

2. What are some of the most prominent interest groups in the legislature and why are they influential?

3. What are the state stipulations which must be met in order for someone to be registered as a lobbyist?

4. What type of power does the state Senate have to act on nominations?

5. What constitutes a bill, a resolution, and a statute?

6. What are the constitutional requirements for passage of legislation?

7. How is actual voting on legislation accomplished?

8. How does the committee system operate in the legislature in reference to legislation?

9. How are the Speaker of the Assembly and the President of the Senate chosen?

10. How are the committee chairmen selected?

11. How many members are there in the State Senate and Assembly?
What are the terms for Senators and Assemblymen?
What defines a district and how many Senators represent your district?
What type of constitutional immunities are the legislators entitled to?
What is their salary and are there any stipulations?

12. What constitutes a professional staff of the legislature?
What type of duties do they perform?
Who takes care of the planning for the state government?

13. Is there any formal arrangement in the legislature which allows for professional people to act as liaisons between the Governor and the Assemblymen and the Senators?
If so, what are their functions?

RESOURCE GUIDE

I. HUMAN AND ORGANIZATIONAL RESOURCES

II. PUBLICATIONS

III. AUDIO VISUAL MATERIALS

IV. SIMULATIONS

I. HUMAN AND ORGANIZATIONAL RESOURCES

A list of the names, addresses and telephone numbers of key resource people is important for the study of state government. Students can develop such a list as part of a classroom assignment from which they can determine the individuals to contact by telephone or letter for classroom presentation or for specific information. The official State telephone directory is most helpful.

Students will want information on members of the executive and legislative branches of government, party leaders, civic leaders, education and legal professionals and might organize a list in the following manner:

Position or Organization	Name	Address	Telephone
Governor			
Counsel for the Governor			
State Attorney General			
Leadership in the State legislature			
State Senator plus legislative aide			
Executive Director, Republican State Committee			
State Chairman, Republican State Committee			
Executive Director, Democratic State Committee			
State Chairman, Democratic State Committee			
County Chairman, Republican Committee			
County Chairman, Democratic Committee			
Director, Elections Section, Department of State			

Position or Organization	Name	Address	Telephone
Legislative Liaison, Commissioner's Office, Department of Education			
Director, Governmental Relations, State Education Association			
Executive Director, State School Boards Association			
President, State Education Association			
Director, State Bar Association			
Director, State American Civil Liberties Union			
President, State League of Women Voters			
President, Local League of Women Voters			
Director, State Common Cause Office			
President or Executive Secretary, Press Association			
President or Executive Secretary, Broadcasters Association			
State Public Interest Research Group			

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