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Viewed in historical terms federalism

At the end of this section you will be able to: Describe how federalism has evolved in the U.S. Compare different notions of federalism The Constitution outlines a federal framework aimed at balancing the forces of decentralized and centralized governance in general terms; it does not flesh out standard operational procedures that say exactly how states and federal governments are dealing with all political contingencies imaginable. Therefore, officials at the state and national level have had some room to maneuver when operating within the Constitution's federal design. This has led to changes in the configuration of federalism over time, changes that correspond to various historical phases that capture distinct balances between state and federal agencies. The struggle between national power and state power as George Washington's Finance Minister from 1789 to 1795, Alexander Hamilton fought legislative efforts to create a publicly chartered bank. For Hamilton, the establishment of the Bank of the United States was entirely within congressional authority, and he hoped the bank would promote economic development, print and circulate paper money, and provide loans to the government. Although Thomas Jefferson, Washington's secretary of state, staunchly opposed Hamilton's plan on the constitutional grounds that the national government had no authority to create such an instrument, Hamilton successfully convinced the reluctant president to sign the legislation. When the bank's statute expired in 1811, Jeffersonian Democratic-Republicans prevailed in blocking its renewal. But the fiscal difficulties that plagued the government during the war of 1812, along with the fragility of the country's financial system, convinced Congress and then-President James Madison to create the second bank in the United States in 1816. Many states rejected the other bank, arguing that the national government violated the constitutional jurisdiction of the states. A political showdown between Maryland and the national government arose when James McCulloch, an agent for the Baltimore branch of Second Bank, refused to pay a tax that Maryland had imposed on all out-of-state chartered banks. The impasse raised two constitutional questions: Did Congress have the authority to charter a national bank? Were states allowed to tax federal property? In *McCulloch v. Maryland*, Chief Justice John Marshall argued that Congress could create a national bank even if the Constitution did not explicitly approve it. Under the necessary and correct clause in Article I, Section 8, the Supreme Court argued that Congress could determine all means appropriate to fulfill the legitimate purposes of the Constitution. In other words, the Bank was an appropriate instrument enabling the national government to implement the of its enumerated powers, such as regulating intergovernmental trade, collecting taxes and borrowing money. Figure 1. Chief Justice John Marshall, shown here in a portrait of Henry Inman, was best known for the principle of judicial review established in *Marbury v. Madison* (1803), which strengthened the influence and independence of the judiciary branch of the U.S. government. This ruling established the doctrine of implied powers, giving Congress a great source of discretionary power to achieve its constitutional responsibilities. The Supreme Court also sided with the federal government on the question of whether states could tax federal property. Under the clause on supremacy in Article VI, legitimate national laws trump conflicting state laws. As the Court noted, the government of the Union, although limited in its powers, is highest in its field of action and its laws, when done in accordance with the Constitution, constitute the highest law of the country. Maryland's actions violated national supremacy because the power of taxation is the power to destroy. This second ruling established the principle of national sovereignty, which prohibits states from interfering in the legal activities of the national government. Defining the extent of national power was the subject of another landmark Supreme Court decision in 1824. In *Gibbons v. Ogden*, the Court had to interpret the trade clause in Article I, section 8; more specifically, it had to determine whether the federal government had sole authority to regulate the licensing of steamboats operating between New York and New Jersey. Aaron Ogden, who had obtained an exclusive license from New York State to operate steamer ferries between New York City and New Jersey, sued Thomas Gibbons, who was operating ferries along the same route under a coasting license issued by the federal government. Gibbons lost in New York state courts and appealed. Chief Justice Marshall delivered a two-prodiated sentence in favor of Gibbons that strengthened the power of the national government. First, intergovernmental trade was widely interpreted into commercial intercourse between states, allowing Congress to regulate navigation. Second, because the Federal Licensing Act of 1793, which regulated coastal trade, was a constitutional exercise of congressional authority under the trade clause, federal law trumped the New York State license-monopoly law that had granted Ogden an exclusive steamboat operating license. As Marshall pointed out, actions in New York must succumb to the law of Congress. Various states rallied against the nationalization of power that had been going on since the late 18th century. When President John Adams signed the Sedition Act in 1798, which made it a crime to speak openly against the government, Kentucky and Virginia legislatures passed resolutions that the law on the grounds that retained the scope to comply with national laws. In fact, those resolutions formulated the legal reasoning on which the doctrine of annulment is based—that states had the right to reject national laws which they considered unconstitutional. A nullification crisis occurred in the 1930s over President Andrew Jackson's Tariff Act of 1828 and 1832. Led by John Calhoun, President Jackson's vice president, nullifiers argued that high tariffs on imported goods favored northern manufacturing interests while disadvantaging economies in the South. South Carolina passed an ordinance of annulment declaring both customs actions invalid and threatened to leave the Union. The federal government responded by enacting Force Bill 1833, authorizing President Jackson to use military force against states that challenged federal customs laws. The prospect of military action coupled with the passage of the Compromise Tariff Act of 1833 (which lowered tariffs over time) led South Carolina to back off the end of the nullification crisis. The ultimate showdown between national and state authorities came during the Civil War. Sandford, the Supreme Court ruled that the national government lacked the power to ban slavery in the territories. But the election of President Abraham Lincoln in 1860 led eleven Southern states to withdraw from the United States because they believed the new president would challenge the Institution of Slavery. What was originally a conflict to preserve the Union became a conflict to end slavery when Lincoln issued the Emancipation Proclamation in 1863, freeing all slaves in the rebellious states. The Defeat of the South had a huge impact on the balance of power between the states and the national government in two important ways. Firstly, the Union's victory put an end to the right of states to withdraw and to challenge legitimate national laws. Secondly, Congress introduced several conditions for the recapture of former Confederate states of the Union; among them was ratification of the 14th and 15th amendments. Summary enough, after the Civil War the balance of power shifted toward the national government, a movement that had begun several decades before with *McCulloch v. Maryland* (1819) and *Gibbons v. Ogden* (1824). The period between 1819 and the 1860s showed that the national government was trying to establish its role in the newly created federal design, which in turn often provoked states to resist when trying to protect their interests. With the exception of the Civil War, the Supreme Court ruled on the power struggles between the states and the national government. From a historical point of view, the national principle of supremacy introduced during this period did not limit the scope of the States to the constitutional authority as to limiting their infringement of national powers. Double Federalism Den The 1870s began a new phase in the development of American federalism. Under double federalism, states and the national government exercise exclusive authority within clearly defined jurisdictions. Like the layers of a cake, the levels of government are not mixed with each other but rather are clearly defined. Two factors contributed to the emergence of this perception of federalism. First, several Supreme Court rulings blocked attempts by both state and federal governments to go beyond their jurisdictional boundaries. Secondly, the prevailing economic philosophy at the time hated state interference in the process of industrial development. Industrialization changed the socio-economic landscape of the United States. One of its negative effects was the concentration of market entry. Since there was no national oversight to ensure fairness in market practices, collusive behaviour arose among powerful companies in several industries. To limit widespread anti-competitive practices in the rail industry, Congress passed the Interstate Commerce Act of 1887, which created the Interstate Commerce Commission. Three years later, the Sherman Antitrust Act of 1890 broadened national regulatory capacity, making it illegal to monopolise or attempt to monopolize and conspire in restraining trade (Figure 03_02_Commerce). In the early stages of industrial capitalism, federal regulations were largely focused on promoting market competition rather than on addressing the social shifts resulting from market operations, something the government began to address in the 1930s. Puck, a humor magazine published from 1871 to 1918, satirized political issues of the day such as federal attempts to regulate the business and prevent monopolies. "Will you go into my salon?" said the spider to the fly (a) of Udo Keppler depicting a spider labeled Interstate Commerce Commission catching a big fly in a net labeled The Law while Plague take it! Why doesn't it stop when I hit it? (b), also drawn by Keppler, shows President William Howard Taft and his attorney general, George W. Wickersham, trying to beat a Monopoly in submission with a stick labeled Sherman Law. The new federal regulatory framework suffered a legal blow early in its existence. In 1895, in *U.S. v. E.C. Knight*, the Supreme Court ruled that the national government lacked the power to regulate manufacturing. The case came about when the government, using its regulatory power under the Sherman Act, tried to override American Sugar's purchase of four sugar refineries, which would give the company a commanding share of the industry. As the Court distinguished between trade between States and the manufacture of goods, it argued that the national government's supervisory authority applied only to commercial If the manufacturing industry fell within the scope of the trade clause of the Constitution, then comparatively little of the business would be left for state control, the court argued. At the end of the 19th century, some states tried to regulate working conditions. For example, the New York State Bakeshop Act passed 1897, which prohibited bakery employees from working more than sixty hours in a week. In *Lochner v. New York*, the Supreme Court ruled this state ordinance as limiting working hours unconstitutional, on the grounds that it violated the legal certainty clause of the Fourteenth Amendment. In other words, the right to sell and buy labor is a freedom for the individual protected by the Constitution, the court argued. The federal government also raised the issue of working conditions, but that case resulted in the same result as in the *Lochner* case. Cooperative federalism The Great Depression of the 1930s brought economic hardship the nation had never witnessed before. Between 1929 and 1933, national unemployment reached 25 percent, industrial output fell by half, stock market assets lost more than half of their value, thousands of banks went bankrupt, and gross domestic product shrunk by a quarter. Given the scale of the economic depression, there was pressure on the national government to coordinate a robust national response along with the states. A line outside a Chicago soup kitchen in 1931, in the midst of the Great Depression. The sign above reads Free soup, coffee and donuts for the unemployed. Cooperative federalism was born out of necessity and lasted well into the twentieth century as the national and state governments each found it beneficial. According to this model, both levels of government coordinated their actions to solve national problems, such as the Great Depression and the civil rights struggles of the following decades. In contrast to double federalism, it erodes the jurisdictional boundaries between the states and the national government, leading to a mixture of layers set in a marble cake. The era of cooperative federalism contributed to the gradual impact of the national authority on the jurisdiction of states, as well as the dilution of the power of the national government in concurrent policy areas. New Deal program President Franklin D. Roosevelt proposed as a way to address the Great Depression ran afoul of the dual-federalism mindset of supreme court justices in the 1930s. The court struck down key pillars of the New Deal-National Industrial Recovery Act and the Agricultural Adjustment Act, for example, on the grounds that the federal government was operating on issues that were within the jurisdiction of the states. The court's obstructionist position infuriated Roosevelt, which led him in 1937 to propose a court-packing plan that would add new justice for each over seventy years of age, allowing the President to make no more than six new appointments. Before Congress took action on the proposal, the Supreme Court began leaning toward support for the New Deal as Chief Justice Charles Evans Hughes and Justice Owen Roberts changed their views on federalism. In the National Labor Relations Board (NLRB) v. Jones and Laughlin Steel, for example, the Supreme Court ruled the National Labor Relations Act of 1935 constitutional, arguing that Congress can use its authority under the trade clause to regulate both manufacturing and labor-management relationships. The New Deal changed the relationship Americans had with the national government. Before the Great Depression, the government offered little in terms of financial support, social benefits and economic rights. After the New Deal, it provided old-age pensions (social security), unemployment insurance, agricultural subsidies, protection for organizing in the workplace, and a host of other public services created under roosevelt's administration. In the 1960s, President Lyndon Johnson's administration expanded the role of the national government in society even further. Medicaid (which provides medical assistance to the poor), Medicare (which provides health insurance to the elderly and disabled), and the school nutrition program were created. The Comprehensive And Secondary School Act (1965), the Higher Education Act (1965), and the Head Start pre-school programme (1965) were established to expand educational opportunities and equality. The Clean Air Act (1965), the Highway Safety Act (1966), and the Fair Packaging and Labeling Act (1966) promoted environmental and consumer protection. Finally, laws were passed to promote urban renewal, the development of public housing and affordable housing. In addition to these Great Society programs, the Civil Rights Act (1964) and the Voting Rights Act (1965) gave the federal government effective tools to promote civil rights equality across the country. Lady Bird Johnson, First Lady, reads for students enrolled in Head Start (a) at Kemper School in Washington, D.C., on March 19, 1966. President Obama visits a main room (b) in Lawrence, Kansas, on January 22, 2015. While the era of cooperative federalism witnessed a broadening of federal powers in simultaneous and state policy areas, it is also the era of deepening coordination between the states and the federal government in Washington. Nowhere is this clearer than when it comes to social welfare and social insurance programs created during the New Deal and Great Society eras, most of which are administered by both state and federal agencies and jointly funded. The Social Security Act of 1935, which created federal subsidies for state-administered programs for the elderly; people with disabilities; dependent mothers, And gave state and local officials wide discretion in terms of eligibility and benefit levels. The unemployment insurance program, which is also created by the Social Security Act, requires states to provide unemployed benefits, but it gives them considerable freedom to decide what level of tax to be imposed on companies to finance the program as well as the duration and compensation of unemployment benefits. A similar multilevel breakdown of labor governs Medicaid and Children's Health Insurance. Thus the era of cooperative federalism left two durable attributes on federalism in the United States. Firstly, a nationalisation of policy arose as a result of federal legislative activism aimed at addressing national problems such as market inefficiencies, social and political inequality and poverty. The nationalization process expanded the size of the federal administrative apparatus and increased the flow of federal grants to state and local governments, which have helped offset the financial costs of maintaining a host of New Deal and Great Society-era programs. The other enduring attribute is the flexibility that states and local governments were given in implementing federal social welfare programs. One consequence of administrative flexibility, however, is that it has led to cross-state differences in the levels of benefits and coverage. New federalism During presidents' administrations Richard Nixon (1969-1974) and Ronald Reagan (1981-1989), attempts were made to reverse the process of nationalization —that is, restoring the prominent place of states in policy areas that the federal government had previously moved into. New federalism is based on the idea that policy decentralisation increases administrative efficiency, reduces overall public spending and improves policy outcomes. Under the Nixon administration, general revenue-sharing programs were created that distributed funds to the state and local governments with minimal restrictions on how the money was spent. The election of Ronald Reagan heralded the advent of a decentralization revolution in U.S. federalism, in which the president promised to return authority to the states under the Constitution. In the Omnibus Budget Reconciliation Act of 1981, congressional leaders along with President Reagan consolidated many federal grant programs related to social welfare and reformulated them to give state and local administrators greater discretion to use federal funds. But Reagan's track record in promoting new federalism was inconsistent. This was partly due to the fact that the president's decentralization agenda met with some opposition from Democrats in Congress, moderate Republicans and interest groups, preventing him from making further progress on that front. For example, efforts to fully transfer support to dependent families (a New Deal-era program) and food stamps (a large community-era program) to the states were rejected by members of Congress, who feared states would underfund both programs, and by members of the National Governors' Association, who believed the proposal would be too expensive for states. Reagan ended the general revenue sharing in 1986. Several Supreme Court rulings also promoted new federalism by hemming in the scope of the national government's power, especially under the trade clause. For example, in the *U.S. v. Lopez*, the court struck down the Gun-Free School Zones Act of 1990, which prohibited gun ownership in school zones. It claimed that the regulation in question did not affect intergovernmental trade in substance. The judgment ended for almost sixty years when the Court had used a broad interpretation of the trade clause which in the 1960s made it possible to regulate many local commercial activities. But many would say that in the years since the 9/11 attacks have swung the pendulum back in the direction of central federal power. The creation of the Department of Homeland Security federalized disaster response power in Washington, and the Transportation Security Administration was created to federalize airport security. Broad new federal policies and mandates have also been implemented in the form of faith-based initiative and no child left behind (under the George W. Bush administration) and the Affordable Care Act (under Barack Obama's administration). Morton Grodzins coined the cake analogy of federalism in the 1950s while researching the evolution of American federalism. Until then, most scholars had thought of federalism as a laurel cake, but according to Grodzin's 1930s, marble-cake federalism began: The American form of government is often, but mistakenly, symbolized by a three-layer cake. A much more accurate image is the rainbow or marble cake, characterized by an inseparable mingling of different colored ingredients, the colors appearing in vertical and diagonal strands and unexpected swirls. As colors are mixed in the marble cake, so features are mixed in the U.S. federal system. Figure 5. Morton Grodzins, professor of political science at the University of Chicago, coined the term marble-cake federalism in the 1950s to explain the evolution of federalism in the United States. Cooperative federalism has several merits: Since state and local governments have varying fiscal capacities, the national government's involvement in government activities such as education, health and social welfare is necessary to ensure a certain degree of consistency in the provision of public services to citizens of richer and poorer states. The problem of collective action, which discourages state and local authorities from raising regulatory standards for fear that they will others lower theirs, are resolved by requiring state and local governments to meet minimum federal standards (e.g. minimum wage and air quality). Federal assistance is necessary to ensure state and local programs (such as water and air pollution controls) that generate positive externalities are maintained. For example, a state's environmental regulations impose higher fuel prices on its residents, but the externality of the cleaner air they produce benefits neighboring countries. Without the federal government's support, this state and others like it would underfund such programs. New federalism has advantages too: Because there are economic, demographic, social and geographic differences between states, one-size-fits-all functions in federal laws are suboptimal. Decentralisation caters to the diversity that exists in different states. By being closer to citizens, state and local governments are better than federal agencies at discerning the public's needs. Decentralized federalism promotes a marketplace for innovative policy ideas that states compete with each other to minimize administrative costs and maximize policy production. Which model of federalism do you think works best for the United States? Why? The leading international journal is devoted to the practical and theoretical study of federalism called *Publius: The Journal of Federalism*. Find out where its name comes from. Federalism in the United States has gone through several phases of evolution during which the relationship between federal and state governments has varied. In the era of double federalism, both levels of government stayed within their own jurisdictions spheres. During the era of cooperative federalism, the federal government became active in policy areas previously managed by the states. The 1970s ushered in an era of new federalism and attempts to decentralize political administration. What are the main differences between cooperative federalism and double federalism? What were the consequences of *McCulloch v. Maryland* for federalism? Federalism?

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