



GOVERNMENT IN AMERICA

People, Politics, and Policy

BRIEF SEVENTH EDITION

George C. Edwards III ✪ Martin P. Wattenberg ✪ Robert L. Lineberry

GOVERNMENT IN AMERICA

PEOPLE, POLITICS, AND POLICY

Brief Seventh Edition

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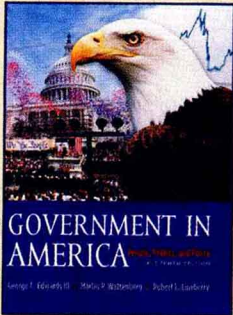
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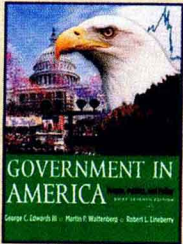
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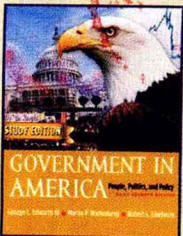
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Contents

1. Introducing Government in America.
- I. CONSTITUTIONAL FOUNDATIONS.**
2. The Constitution.
3. Federalism.
4. Civil Liberties.
5. Civil Rights.
- II. PEOPLE AND POLITICS.**
6. Public Opinion and Political Action.
7. The Mass Media.
8. Political Parties.
9. Nominations and Campaigns.
10. Elections and Voting Behavior.
11. Interest Groups.
- III. THE POLICYMAKERS.**
12. Congress.
13. The Presidency.
14. The Congress, the President and the Budget.

15. Federal Bureaucracy.
16. The Federal Courts.
- IV. POLICIES.**
17. Economic Policymaking.
18. Social Welfare Policymaking.
19. Policymaking for Healthcare and Environment.
20. Foreign And Defense Policymaking.
- V. STATE AND LOCAL GOVERNMENT.**
21. The New Face of State and Local Government.
- Appendix: The Declaration of Independence.
- Appendix: Federalist No. 10.
- Appendix: Federalist No. 51.
- Appendix: The Constitution of U.S.
- Glossary.
- Key Terms in Spanish.

Brief Seventh Edition

Contents

1. Introducing Government in America.
2. The Constitution.
3. Federalism.
4. Civil Liberties and Civil Rights.
5. Public Opinion and Political Action.
6. The Mass Media and the Political Agenda.
7. Political Parties.
8. Nominations and Voting Behavior.
9. Interest Groups.
10. Congress.
11. The Presidency.

12. The Federal Bureaucracy.
13. The Federal Courts.
14. The Congress, the President, and the Budget: Politics of Taxing and Spending.
15. Social Welfare Policymaking.
16. Foreign and Defense Policymaking.
- Appendix: The Declaration of Independence.
- Appendix: Federalist No. 10.
- Appendix: Federalist No. 51.
- Appendix: The Constitution of the United States.
- Appendix: Presidents of the United States: 1789-2000.

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Online Administration Features in CourseCompass. If you have adopted the CourseCompass version of LongmanParticipate.com, you can easily track student work on the site and monitor students' progress on each activity. The *Instructor Gradebook* provides maximum flexibility, allowing instructors to sort by student, activity, or to view their entire class in spreadsheet view.

Faculty Guide for 2.0. This easy-to-use guide gives step-by-step instructions for using the site and integrating the activities into a course. ISBN 0-321-13672-1.

students to relevant work from current political scientists, such as the role of PACs or the impact of divided government—something we have found instructors appreciate.

It is not enough to arouse students' interest, however. To be a useful teaching tool, a text must be accessible to students and enjoyable to read. We believe that a principal reason for the success of *Government in America Brief Version* is its high level of readability. To ensure that the material is not only clearly presented but also meaningful, we make special efforts to illustrate points with interesting examples to which students can relate. The ability of Congress to indirectly regulate behavior in the states becomes more meaningful when the power is illustrated with a discussion of raising the drinking age. In addition, this is neither a conservative nor a liberal book. Instead, we make every effort to present material in an evenhanded manner. As a result, over the years we have received many letters in which students have told us how much they enjoyed reading the book. Needless to say, we find this response very gratifying.

Two Themes

To render the policy focus in concrete terms, two important themes appear throughout the book: the nature of democracy and the scope of government. Each chapter begins with a preview of the relevancy of these themes to the chapter's subject, refers to the themes at points within the chapter, and ends with specific sections on the two themes under the heading "Understanding . . ." that show how the themes illuminate the chapter's subject matter.

The first great question central to governing, a question that every nation must answer, is *How should we govern?* In the United States, our answer is "democracy." Yet democracy is an evolving and somewhat ambiguous concept. In Chapter 1, we define democracy as a means of selecting policymakers and of organizing government so that policy represents and responds to citizens' preferences. As with previous editions, we continue to incorporate theoretical issues in our discussions of different models of American democracy. We try to encourage students to think analytically about the theories and to develop independent assessments of how well the American system lives up to citizens' expectations of democratic government. To help them do this, in every chapter we raise questions about democracy. For example, does Congress give the American people the policies they want? Is a strong presidency good for democracy? Does our mass media make us more democratic? Are powerful courts that make policy decisions compatible with democracy?

A common complaint about the national government is that it cannot respond to the needs of its citizens, that it suffers from *gridlock*. A subtheme to our discussion of democracy is whether America's diversity and the openness of our political system have the drawback of incapacitating government. The diversity of the American people is reflected in the variety of political interests represented in the political system. This system is so open that many different interests find access to policymakers. In our system of checks and balances, opposition by one set of policymakers can sometimes frustrate the will of the majority. We leave it to the reader to determine whether the difficulty of achieving policy change, be it the Bill Clinton health care reform plan or the

George W. Bush tax cut, is a positive feature of our system. Our goal is to promote understanding of the consequences of the American democratic system and to provoke discussion about these consequences. We find that students are especially interested in why government does not “do something.”

The second theme, the scope of government, focuses on another great question of governing: *What should government do?* Here we discuss alternative views concerning the proper role and size for American government and how this scope is influenced by the workings of institutions and politics. The government’s scope is the core question around which politics revolves in contemporary America, pervading many crucial issues: To what degree should Washington impose national standards such as speed limits on state policies? How high should taxes be? Do elections encourage politicians to promise more governmental services? Questions about the scope of government are policy questions and thus obviously directly related to our policy approach. Since the scope of government is *the* pervasive question in American politics today, students will have little problem finding it relevant to their lives and interests.

A subtheme of the scope of government is the role of *individualism* in American political life. The people who immigrated to America may have been diverse, but many adopted a common dream of America as a place where people could make it on their own without interference from government. Today, individualism remains a powerful influence in the United States. Americans’ strong preference for free markets and limited government has important consequences for public policy. For example, it substantially constrains efforts to intervene in the economy, efforts that have long been the norm in other developed democracies.

At the same time, a central contest in American politics has been between two kinds of individualism. Economic individualism embraces the doctrines of capitalism. The purpose of government is to protect the creativity of entrepreneurs and markets, which leads to well being. Democratic individualism appeals to government to redress the social inequalities that result from economic individualism. Puritans, abolitionists, agrarian populists, prohibitionists, civil rights crusaders, feminists, and the contemporary religious right have preached collective purpose against individualism. Thus, we often employ the concept of individualism in our analysis of the scope of government.

We hope that students—long after reading *Government in America Brief Version*—will employ these perennial questions about the nature of our democracy and the scope of our government when they examine political events. The specifics of policy issues will change, but questions about whether the government is responsive to the people or whether it should expand or contract its scope will always be with us.

Features

Seven features appear throughout *Government in America, Brief Version*: (1) **Issues of the Times**; (2) **You Are the Policymaker/Judge**; (3) **Making a Difference**; (4) **How You Can Make a Difference**; (5) **Why Does It Matter?** (6) **Career Profile**; and (7) **Get Connected** exercises. Each of the features plays a particular role in the text to support our approach to American government.



You Are the
Policymaker



You Are
the Judge



Making a
Difference



How You Can
Make a
Difference

We believe students should stay on top of current and enduring issues in American politics and government by reading a newspaper every day. To that end, we have introduced a new feature to each chapter called **Issues of the Times**. This feature presents thought-provoking articles directly from the *New York Times* on important issues in the news along with useful pedagogy that helps students understand and think critically about the issue presented and become comfortable reading politically oriented newspaper articles.

We also believe it is important that students recognize and think critically about difficult policy choices they must face as citizens. **You Are the Policymaker** asks students to read arguments on both sides of a specific current issue, such as whether we should prohibit PACs, and then to make a policy decision. In Chapter 4 (Civil Liberties and Civil Rights), this feature is titled **You Are the Judge** and presents the student with an actual court case. This feature directly supports our policy approach.

In **Making a Difference** we focus on an individual who became involved in government and politics and made a difference as a result. Our goal is simple: to show students that individuals, ordinary people, can—and do—make a difference in what government does. This feature nicely complements our increased focus on the relevance of government to our lives.

How You Can Make a Difference provides students with information on how they can get involved with issues in order to influence how government works or what policies are established. This feature is a natural extension of the Making a Difference boxes.

We mentioned earlier our feature that appears several times in each chapter's margins entitled **Why Does It Matter?** Here we encourage students to think critically about an aspect of government, politics, or policy and ask them to consider the impact—usually on themselves—if things worked differently.

Career Profile, a feature that appears near the end of each chapter, focuses on careers in government by providing profiles of average people employed in areas of government and politics relevant to each chapter. We present details about salaries and benefits and where readers can find additional information about the career. We are confident this information will help make the material even more relevant—and practical—for students.

Our second new feature – **Get Connected** – gets students involved in the study of politics and government via the Internet. These user-friendly exercises appear at the end of each chapter and have students research a particular topic covered in the chapter by visiting one or more related website and points out the relevancy of the material presented to their own lives.

To bring some of our new and exciting features together and prepare students for making the most of them, we have added a new section to the beginning of the book called, **Tools for Understanding Government in America**. This “primer” provides helpful guidance on how to read newspapers, study charts and graphs, and understand the Internet.

Each chapter ends with a contemporary bibliography, a listing of key terms, and Internet resources relevant to the chapter. (The URLs included at the end of each

chapter were current when the book went to press. However, changes or updates may have been made to the site at the discretion of the individual site owner or webmaster.)

Finally, as an additional study aid, we also define key terms in the margins of the text when they are first introduced.

Currency

This seventh edition of *Government in America, Brief Version* is completely up to date and incorporates the best recent scholarship on U.S. government. Our emphasis in each chapter on the scope of government is also very timely, as it remains at the core of debates about taxation, regulating tobacco products, campaign finance, and access to health care. We provide comprehensive coverage of the 2002 congressional and state elections—both the campaigns and the results—in Chapters 7–8 and 10–11. We also include the latest Supreme Court decisions from 2003 on federalism, civil liberties, civil rights, and other relevant topics. From the numbers for the 2004 budget to the backgrounds of members of Congress, the text, tables, and figures reflect the most recent available data. Naturally, we devote considerable attention to the Bush administration in Chapter 11 and to the efforts of both the president and Congress to deal with the budget (Chapter 14), which has become central to American politics and policy. Finally, we cover the war on terrorism and the war with Iraq, especially in Chapter 16.

Graphics play an important role in textbooks, and we have substantially upgraded our figures, graphs, tables, and charts in this edition. We have employed more vibrant colors and worked to make all our graphics easier and more interesting to read. We also provide a brief guide to using charts and graphs following this preface.

It is worth noting here that the website for the seventh edition of *Government in America, Brief Version* (www.ablongman.com/edwards) includes a section of updates. These updates provide the latest information on campaign finance, voter turnout, and other matters as soon as the data become available. These allow us to offer the most current information between editions and to provide new links to sources of information useful to both students and faculty.

Appendix

The Appendix continues to include the Constitution and the Declaration of Independence, *Federalist Papers* No. 10 and No. 51, a table on presidents and presidential elections, and a glossary of key terms. We continue to provide a list of key terms in Spanish.

Briefing a Text

Creating a brief version of a larger text is not, and *should* not be, an easy task. Unlike many authors, we do not hire others to cut our full-length versions. We believe that students deserve the work of those closest to the text—the original authors. Moreover, we

have chosen to rewrite material for the brief version rather than simply delete chapters, features, and tables from the longer text. It is more time consuming, of course, but it is the only way to ensure the highest quality work. That, as always, is our ultimate goal.

Supplements

Instructor Supplements for Qualified College Adopters

Online Course Management Longman offers comprehensive online course management systems such as CourseCompass, WebCT, and Blackboard in conjunction with this text. These systems provide complete content, class roster, online quizzing and testing, grade administration, and more, over the Internet. Please contact your local Allyn & Bacon/Longman representative for more information.

Instructor's Manual Written by Jan Leighley of Texas A&M University, this comprehensive manual includes a list of pedagogical features, learning objectives, chapter outlines, narrative chapter overviews, key terms and definitions, suggestions for further study, media suggestions, and ideas for class discussion.

Test Bank This test bank, prepared by Jan Leighley of Texas A&M University, has been completely revised and contains thousands of challenging multiple choice, true-false, short answer, and essay questions along with a page-referenced answer key.

TestGen EQ Computerized Testing System This flexible, easy-to-use computer test bank includes all the test items in the printed test bank. The software allows professors to edit existing questions and to add their own items. Tests can be printed in several different formats and can include features such as graphs and tables.

Faculty Guide to Accompany LongmanParticipate.com, version 2.0 Website Contains chapter-by chapter detailed summaries for each of the site's interactive activities, as well as a list of concepts covered, recommendations about how to integrate the site into coursework, and discussion questions and paper topics for every exercise. This guide also provides instructors with detailed instructions and screen shots showing how to register on the site and how to set up and use the gradebook. The introductory chapter describes the numerous additional resources included on the website. Written by Scott Furlong of University of Wisconsin.

Active Learning Guide for American Government This guide is designed to get students actively involved in course material and encourages them to evaluate and defend viewpoints. Included in this guide are role-playing exercises, debates, and web-based group projects.

PowerPoint® Presentations PowerPoint® presentations that include a lecture outline of the new edition, along with graphics from the book, are available on the companion website, www.ablongman.com/edwards.

Transparencies A set of four-color acetate transparencies includes figures, graphs, and tables from the text.

American Government Instructor Presentation Library CD-ROM This complete multimedia presentation tool provides: a built-in presentation-maker, 200 photographs, 200 figures and graphs from Longman texts, 20 minutes of audio clips, 20 video clips, and links to over 200 websites. Media items can be imported into PowerPoint® presentation programs.

Companion Website (CW) www.ablongman.com/edwards This online course companion provides a wealth of resources for instructors using *Government in America*. Instructors will have access to lecture outlines, website links, and downloadable visuals from the text.

Longman Political Science Video Program Qualified adopters can peruse our list of videos for the American government classroom. Contact your local Allyn & Bacon/Longman representative for more information.

Student Supplements for Qualified College Adopters

LongmanParticipate.com, version 2.0 FREE six-month subscription with every new copy of the text. More interactive, more comprehensive, and more in-depth than any American government website currently available, *LongmanParticipate.com* 2.0 offers instructors and students an exciting resource for teaching and learning about our political system that's easy to integrate into any course.

For each chapter in this text there are: *Simulations* that put students in the role of a political actor; *Visual Literacy* exercises that get students interpreting, manipulating, and applying data; *Interactive Timelines* through which students experience the evolution of an aspect of government; *Participation* activities that get students involved; and *Comparative* exercises in which students compare aspects of our system to those of other countries. In addition to activity sets for each major topic, the site also includes: "How Much Do You Know" and "How Much Have You Learned" pre- and post-tests, an interactive research and writing primer, a comprehensive list of links to news and magazine websites, and "Politics Now," an automatic daily feed of headlines from *The New York Times* website.

The site is available with an online guidebook and access to ResearchNavigate.com (see below) through Course Compass. It is also available independently if an instructor wishes students to email the results of their online work.

Companion Website (CW) www.ablongman.com/edwards This online course companion provides a wealth of resources for students using *Government in America*. Students will find interactive exercises tied to text material, practice tests, links to related American government sites, updates to the text from the authors, and more.

Multimedia Edition CD-ROM for *Government in America* FREE when packaged with the text, this unique CD-ROM takes students beyond the printed page and offers them a complete multimedia learning experience. It contains the full text of the comprehensive book on CD-ROM, the study guide, a collection of videos, and numerous primary sources. Available December 2003.

Research Navigator Guide This brief yet complete online research guide offers step-by-step instructions for using the Internet to do research, critical thinking exercises, and information about evaluating sites for academic usefulness. This guide also includes a FREE access card to ResearchNavigator.com research database.

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Study Guide Written by Charles Matzke, the Study Guide helps students reinforce themes and concepts they encounter in the text. It includes chapter outlines, key terms, multiple choice, fill-in-the-blank, and essay questions, and exercises that help students test their understanding of the material with real-world applications.

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American Government in a Changed World: The Effects of September 11, 2001 To help students understand how the September 11, 2001, terrorist attacks have affected American government and our way of life, Longman has published a compendium of original essays by our renowned roster of American government authors. Each essay begins with a “Headnote,” and concludes with discussion questions, websites, and suggested readings. Free when ordered packaged with Greenberg’s text.

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Ten Things That Every American Government Student Should Read Edited by Karen O’Connor, American University. We asked American government instructors across the country to vote for 10 things beyond the text that they believe every student should read, and put them in this brief and useful reader. Free when ordered packaged with the text.

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Getting Involved: A Guide to Student Citizenship Written by Mark Kann, Todd Belt, Gabriela Cowperthwaite, and Steven Horn. A unique and practical handbook that guides students through political participation with concrete advice and extensive sample material—letters, telephone scripts, student interviews, and real-life anecdotes—for getting involved and making a difference in their lives and communities.

Texas Politics Supplement, Third Edition Written by Debra St. John. A 90-page primer on state and local government and issues in Texas. Free when packaged with text.

California Politics Supplement, Third Edition Written by Paul C. Schmidt. A 70-page primer on state and local government and issues in California. Free when packaged with text.

Florida Politics Supplement Written by John Bertalan. A 50-page primer on state and local government and issues in Florida. Free when packaged with text.

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A number of editors have provided valuable assistance in the production of this seventh edition of *Government in America Brief Version*. Janice Wiggins was a superb developmental editor, coordinating every aspect of the book. Production manager Denise Phillip deftly guided the production process. Executive Editor Eric Stano provided valuable guidance. We are grateful to all of them. Finally, we owe a special debt of gratitude to Professor Donald Haider-Markel of the University of Kansas, who did an excellent job drafting Chapter 21, and Professors Paul Fessler of Dordt College and Quentin Kidd of Christopher Newport University for their work on the new and updated features “Get Connected,” “How You Can Make a Difference,” and “Career Profile.”

George C. Edwards III
Martin P. Wattenberg
Robert L. Lineberry

Tools for Understanding Government in America

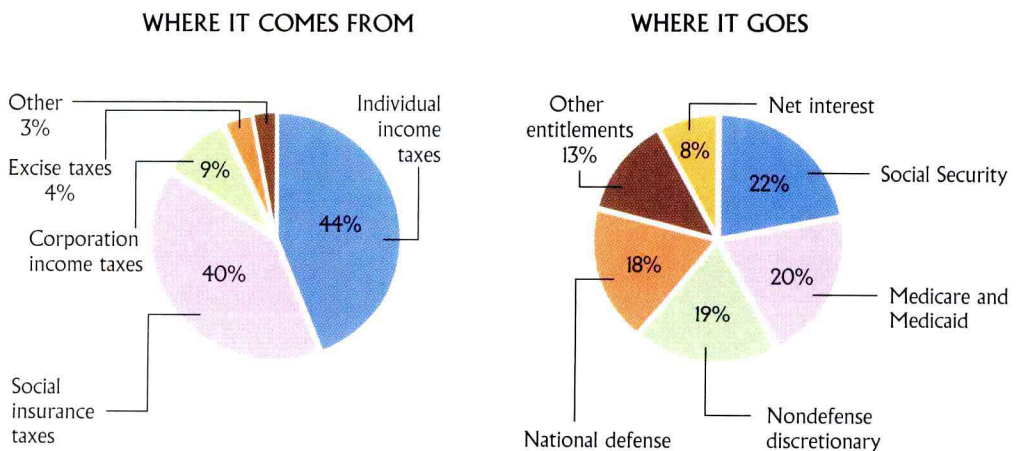
A Student Guide to Reading Charts and Graphs

Information such as voting turnout in the last election, the president's job approval rating, or expenditures on national defense is often presented in quantitative form—that is, through the use of numbers. To help you understand this information, we employ charts and graphs. These figures provide a straightforward, visual representation of quantitative information. Yet charts and graphs can be confusing if you do not understand how to read them.

When you come across one of the charts and graphs in this book, you should ask three questions: First, *what is being measured?* This could be money, public opinion, seats in Congress, or a wide range of other subjects. Second, *what is the unit of measurement?* Is it 50 Americans or 50 percent of Americans? Obviously, it makes a difference. Finally, *what is the purpose of the figure?* Does it show changes over time? Does it compare two or more groups of people or countries? In most instances, captions are provided to explain the purpose of a figure.

After answering these general questions, examine the specific type of figure. This text relies on three main types of figures: pie charts, bar graphs, and line graphs. A *pie chart* is

The Federal Government Dollar (Fiscal Year 2004 Estimate)

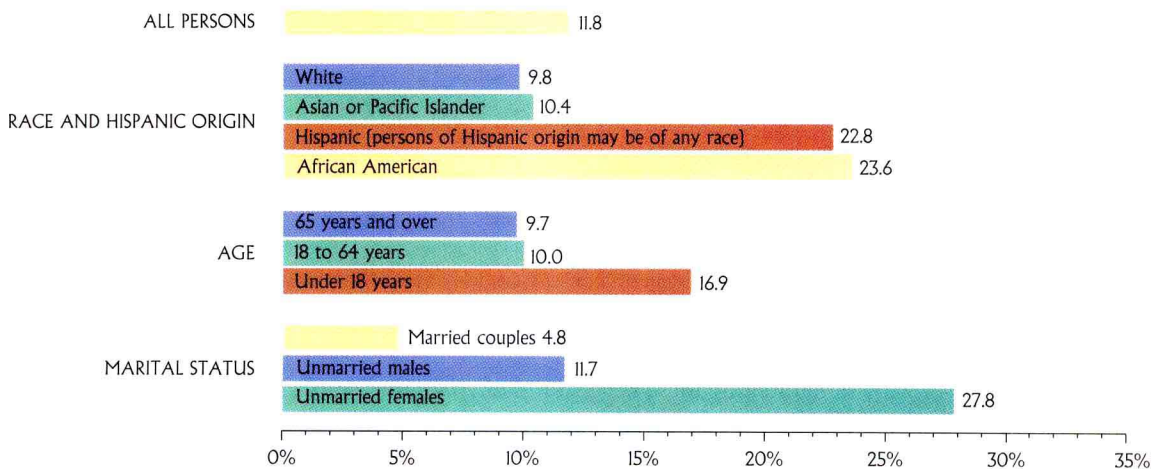


Source: Congressional Quarterly Weekly Report, February 8, 2003, 300–301.

a circle divided into wedge-shaped “slices,” or segments. Pie charts show the relative sizes of the segments to one another and to the whole. For example, by glancing at the following chart, you can quickly see that the federal government spends more of its funds on Social Security (22 percent) than on Medicare and Medicaid (20 percent). The area of each segment is the same percent of the total circle as the number it represents is of the sum of all the numbers in the chart. Since Social Security accounts for 22 percent of federal expenditures, its corresponding segment covers 22 percent of the area of the pie chart.

The second kind of figure, a *bar graph*, displays quantitative information by using rectangles (bars) set within two perpendicular lines, a vertical axis and a horizontal axis. Bar graphs are most frequently used to show and compare the values of multiple entities at a given point in time. Categories (such as groups of people or countries) are set along one axis and a scale (time or numbers, for example) is on the other axis. The length of each bar corresponds to its value on the scale. This makes it easy to visually contrast the values for multiple entities. For example, in the bar graph shown here, which uses a scale measuring poverty rates, you can see that the bars representing persons of African-American origin, young people, and unmarried females are the longest, indicating that they are the most likely to be living in poverty. The characteristics of people are on the vertical axis and on the bars themselves, and the scale representing the percentage of people in poverty is on the horizontal axis.

Poverty Rates for Persons With Selected Characteristics

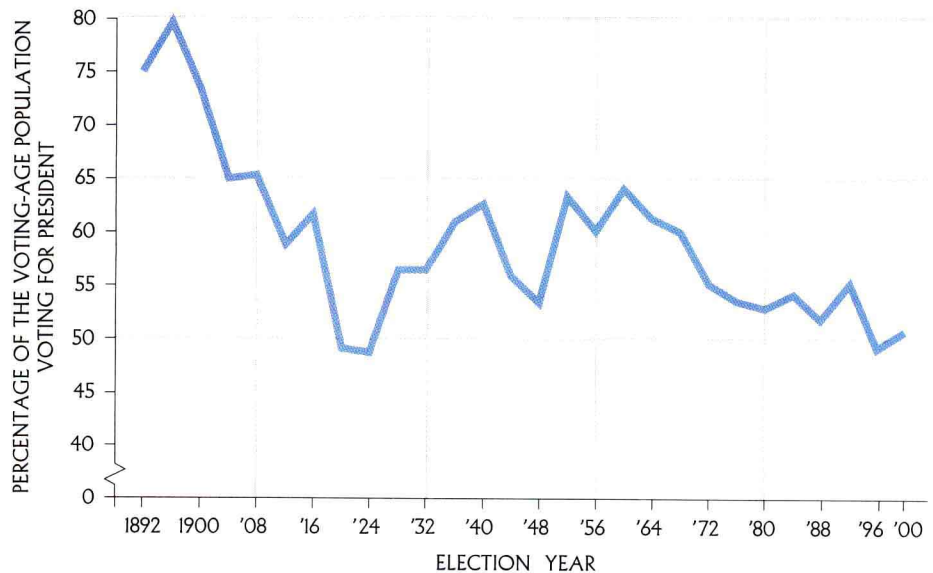


Source: U.S. Census Bureau.

The third type of figure, a *line graph*, illustrates quantitative information by means of lines. Typically, the vertical axis of a line graph represents a quantitative scale (such as percentages) and the horizontal axis represents a category (such as presidents or a sequence of dates). Specific numbers are represented as points on the graph between the two axes and are connected with a line. Sometimes there is

more than one line on a graph, as when numbers are shown for two different sets of information—for example, elections for both the House and Senate, state and federal expenditures, or exports and imports. The two lines can be compared to each other, or, in some cases, the distance between the two lines can be analyzed. In the following line graph, which charts a single set of quantitative information, the percentage of the voting age population that actually voted is shown on the vertical axis, and the horizontal axis represents years of presidential elections. The falling line indicates that turnout has declined since 1892.

The Decline of Turnout in Presidential Elections, 1892–2000



Sources: For data up to 1968, *Historical Statistics of the United States* (Washington, D.C.: Government Printing Office, 1975), part 2, 1071. For 1972–1988, *Statistical Abstract of the United States*, 1990 (Washington, D.C.: Government Printing Office, 1990), 264. Subsequent years from census reports and authors' calculations.

By remembering these key features of charts and graphs, you can more accurately assess the information presented in *Government in America*, as well as interpret such figures wherever you encounter them—in other textbooks, in newspapers and magazines, or on the web.

A Student Guide to Reading Newspapers

Although there are a number of good ways to stay on top of what is happening in American government and politics—for example, television and radio news broadcasts—one of the best ways to stay informed is to read a newspaper every day. Newspapers offer