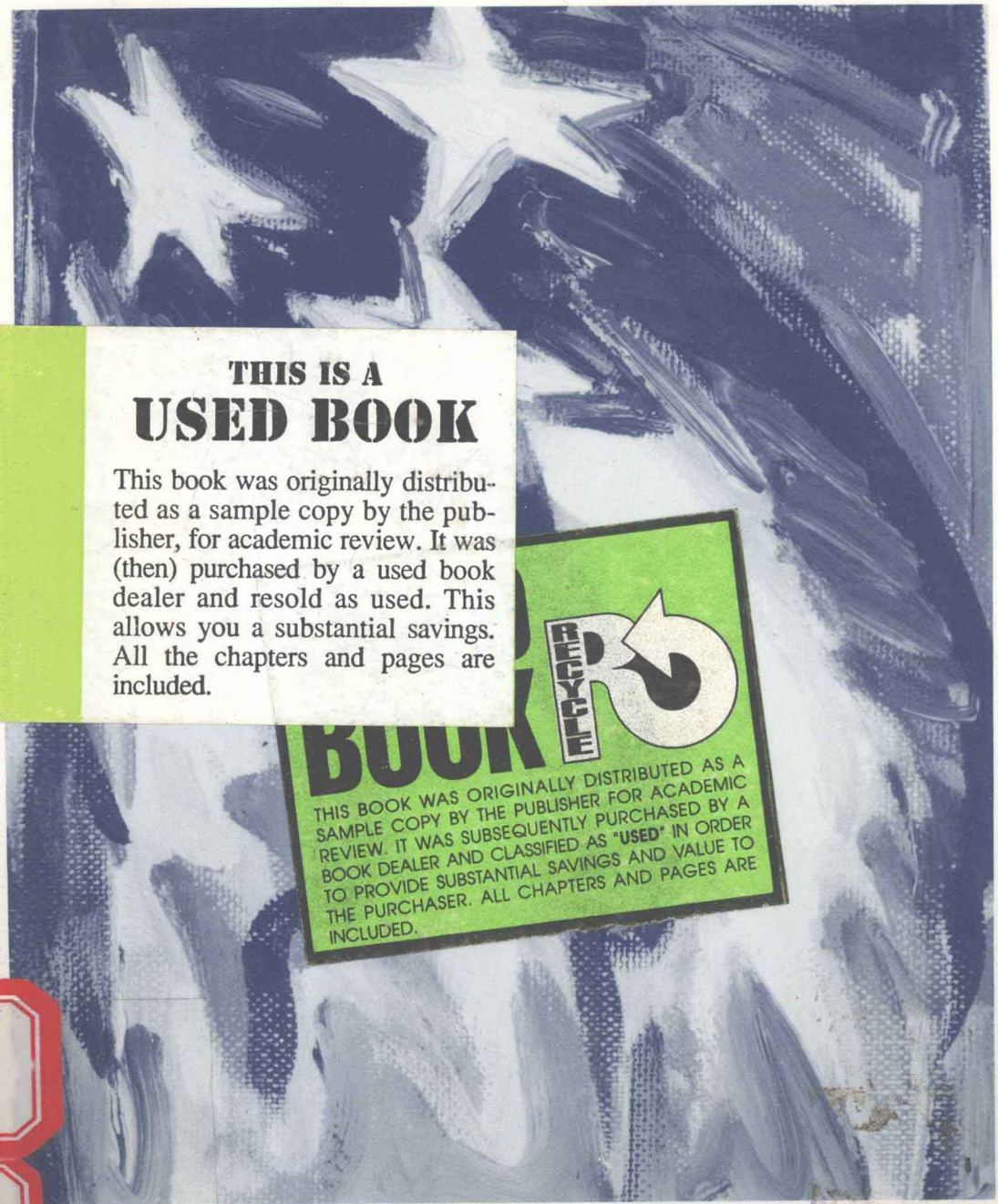
Analyzing American Government



Theodore J. Lowi, Benjamin Ginsberg and Steve Jackson

3rd Brief

Analyzing American Government

American Government
Freedom and Power

Brief Third Edition

THEODORE J. LOWI
Cornell University

BENJAMIN GINSBERG
The Johns Hopkins University

and

STEVE JACKSON
Cornell University

W.W. NORTON & COMPANY
NEW YORK LONDON

ISBN 0-393-96497-3

W. W. Norton & Company, Inc.,
500 Fifth Avenue, New York, N.Y. 10110

W. W. Norton & Company Ltd.,
10 Coptic Street, London WC1A 1PU

1 2 3 4 5 6 7 8 9 0

Contents

Introduction

This workbook is designed to accompany and complement *American Government: Freedom and Power* (Brief 3d ed.), by Theodore Lowi and Benjamin Ginsberg. It provides an opportunity for students to demonstrate their mastery of the material presented in the text. At the same time, it challenges them to go beyond the material covered in the text and incorporate that knowledge into their everyday understanding of American politics.

The workbook builds directly upon the distinguishing feature of *American Government;* every chapter makes an argument about the nature of politics or policy in America. And all of the separate arguments are linked to the central theme defined by the tension between freedom and power. This workbook provides opportunities to explore the arguments contained in each chapter, while also providing opportunities to review the major facts detailed in the text.

Each chapter begins with a Chapter Summary and Study Guide. This outline of the major elements of each chapter should allow students to be sure that in their reading of the chapter there are no major elements they have missed. In addition, the Summary distinguishes the principal descriptive facts presented in the chapter from the principal argument which is advanced in the chapter. This should clarify for students the distinction between facts and arguments; further, it allows students the opportunity to assess for themselves the persuasiveness of the argument, given the facts.

The first and last chapters consist solely of a Chapter Summary and Study Guide. All of the remaining chapters have four more sections of Exercises for Learning, parallel in design and intention for each chapter.

The second section in each chapter consists of a set of ten multiple-choice questions. These are designed to spot-check students' reading of the chapter. A careful reading of the chapter should make it easy for students to quickly answer all of these questions with little if any need to refer back to the chapter.

The third section in each chapter consists of a set of fifteen to twenty short-answer review questions, designed to be answered in one or two sentences. These are also designed to spot-check students' reading of the chapter. They have been chosen to focus on key people, ideas, events, institutions, or policies, which are not easily amenable to multiple-choice

questions. Students who can answer the questions in both the second and third sections without difficulty can be assured that they have retained the principal facts outlined in each chapter by Lowi and Ginsberg.

The fourth section in each chapter consists of an exercise in applying one or more of the arguments from the chapter, Analyzing Today's Politics. Typically, this section requires a student to locate a relevant article in one of the national newspapers which provide substantial coverage of American politics. Papers included in this category would be the *Los Angeles Times, Washington Post,* and *New York Times.* Articles might also be found in major weekly news magazines such as *Time* and *Newsweek.*

Each of the Analyzing Today's Politics assignments is preceded by an analysis of an article drawn from the national newspapers in the first half of 1993. This analysis may serve as a starting point both for discussion sections and for students seeking to complete the assignment on their own. When students have been able to take a newspaper article of their choosing and apply the lessons drawn from the text to that material, they have demonstrated the ability to incorporate the learning from the book into their everyday understanding of American politics.

To facilitate completion of these assignments, students might want to either locate a library which carries a selection of national newspapers, or subscribe to one of the papers for the semester. Many faculty members recommend this anyway as a useful adjunct to the learning in the course.

Finally, the fifth section of each chapter consists of an assignment titled "Thinking like a Political Scientist." These exercises lead students through very simple data manipulations to illustrate and/or elaborate upon the arguments contained in the chapters.

While each of these exercises introduces elements of social science methodology to students, their principal purpose remains the illumination of American government, the tension between freedom and power, the struggle between politics and policy. Joined to the other exercises in each chapter, the data exercises add a powerful element of discovery and exploration to students' mastery of the material from the text.

The set of assignments in each chapter should take less than two hours to complete for students who have read the chapter with reasonable care. The first two exercises should take a half hour or less. The "Analyzing Today's Politics" and "Thinking like a Political Scientist" assignments should each take forty-five minutes or less to complete.

It is not necessary to use all of the exercises in order to benefit from this workbook. For example, the first two exercises in each chapter check for factual comprehension. That might be accomplished by in-class exams or small-group discussion sections. The third exercise seeks to enhance students' ability to apply the lessons of the text to a critical reading of the daily news. That might be accomplished in discussion sections as well. The final

exercise seeks to place the arguments of each chapter in a controlled research setting, where students may learn a little more about the argument from the process of discovery. That might be accomplished by independent research assignments. It is hoped that faculty members will choose that set of assignments which best complements the teaching plan and objectives for their particular course in American Government. Thus, this workbook might serve a useful purpose in many different ways.

CHAPTER 1

Freedom and Power: An Introduction to the Problem

CHAPTER SUMMARY AND STUDY GUIDE

I. **The central descriptive fact is that government involves control.** Much of this chapter is taken up with a description of the central concepts needed to begin an inquiry into the way in which the American government is organized to exert control over its citizens and territory.
   A. Introduction: Changing Perceptions of Government
   B. Government and Control
      1. The essential foundations of government have historically included a means of coercion and a means of collecting revenue.
         a. A means of coercion gives government the power to order people around, to get people to obey its edicts, and to punish them if they do not.
         b. Governments must have a means of collecting revenue from citizens in order to support their institutions and programs.
      2. Forms of government vary in their institutional structure, size, and in terms of how they govern.
      3. A nation's politics influence its government, and at the same time, the character and actions of a government also influence a nation's politics.
   C. From Coercion to Consent
      1. The relationship between rulers and the ruled was transformed by a shift in emphasis from limits on government power to increasing citizen participation and influence through politics.
         a. The bourgeoisie was the key force behind the imposition of limits on government power because it wanted to protect and defend its own interests.
         b. Internal conflict and external threat forced rulers to give ordinary citizens a greater voice in public affairs.
         c. The main external threat to a government's power is the existence of other nation-states.

2. Once citizens perceived that government could operate in response to their demands, they became increasingly willing to support the expansion of government.

II. **The central argument of this chapter is that as government exercises control, the power it requires must be balanced against the need of its citizens for freedom.**

CHAPTER 2

Constructing a Government: The Founding and the Constitution

CHAPTER SUMMARY AND STUDY GUIDE

I. **The central descriptive fact is that the U.S. Constitution is a complex document, reflecting the conflicts and compromises which dotted the history by which the document emerged.** Much of the chapter is taken up with a description of that history and of the key provisions of the Constiion.
   A. The First Founding: Interests and Conflicts
      1. Agitation by radical colonists like Samuel Adams provoked retaliation and political repression by the British, which in turn helped radicalize a larger segment of Americans and created more general support for freedom.
      2. The Declaration of Independence was an attempt to identify and articulate a history and set of principles that might help to forge national unity.
      3. The Articles of Confederation was the United States' first attempt to identify and articulate a history and set of principles that might help to forge national unity.
   B. The Second Founding: From Compromise to Constitution
      1. Competition for foreign commerce combined with a post–Revolutionary War change in the balance of political power within the new states created a national atmosphere of confusion and instability.
      2. Fifty-five delegates, from every state except Rhode Island, attended the Constitutional Convention in Philadelphia in May 1787, where they committed themselves to a second founding.
         a. The Great Compromise created the United States' bicameral legislature based on two different principles of representation.
         b. The Three-fifths Compromise addressed the question of slavery by apportioning the seats in the House of Representatives according to a "population" in which five slaves would count as three persons.

C. The Constitution
   1. The Congress was designed to contribute to governmental power, promote popular consent for the new government, and limit the popular political currents that many of the framers saw as a radical threat to the economic and social order.
      a. The Constitution grants to Congress important and influential powers, but any power not specifically enumerated in its text is reserved specifically to the states.
      b. The Constitution includes limitations on both the national government and the states, which were intended to protect national commerce.
   2. The framers of the Constitution hoped to create an executive branch that would make the federal government capable of timely and decisive action in response to public issues and problems.
   3. The establishment of the Supreme Court reflected the framers' preoccupation with nationalizing governmental power and checking radical democratic impulses, while guarding against potential interference with liberty and property from the new national government itself.
   4. The framers addressed national unity and power by establishing several comity clauses in the Constitution intended to promote unobstructed national and international movement of persons and goods.
   5. The Constitution requires a two-thirds vote in Congress and adoption by three-fourths of the states in order for it to be amended.
   6. The Constitution also provides rules for its ratification.
   7. In order to guard against possible misuse and abuse of national governmental power, the framers incorporated separation of powers, the principle of federalism, and a bill of rights into the Constitution.
      a. The separation of powers is based on the political principle that power must be used to balance power.
      b. Federalism is a system of two sovereigns—the states and the nation—where each serves as a limitation on the power of the other.
      c. Although originally intended to be a part of the Constitution itself, the Bill of Rights was adopted as the first ten amendments in 1791 to further limit the power of government.

D. The Fight for Ratification
   1. Ratification was fought in each of the thirteen original states with a campaign combining both national and local considerations.
   2. The forces for and against ratification organized as Federalists and anti-Federalists, respectively.

II. **The central argument of this chapter is that the U.S. Constitution was the**