

**GOVERNMENT** | PEOPLE  
**in** **AMERICA** | POLITICS  
| and POLICY  
E I G H T H E D I T I O N



| GEORGE C. EDWARDS III  
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# GOVERNMENT IN AMERICA

PEOPLE, POLITICS, AND POLICY

*Eighth Edition*

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# PREFACE

Americans elected a conservative majority to both the House and the Senate in 1994, the first Republican Congress in 40 years. Two years later they reelected Bill Clinton, the first Democrat to win reelection since Franklin Roosevelt, 60 years earlier. Decisionmakers of both political parties face important challenges as they determine the scope of our government as we enter the twenty-first century. Students need a framework in which to understand these new challenges.

## FOCUS

We write *Government in America* to provide our readers with a better understanding of our fascinating political system. We focus on four core subject areas: constitutional foundations, patterns of political behavior, political institutions, and public policy outputs. This eighth edition of *Government in America* continues to frame its content with a public policy approach to government in the United States. We do not discuss policy at the expense of politics, however. Instead we ask, "What difference does politics make to the policies governments produce?" Because the principal reason for studying politics is to understand these policies, this focus engages students' interest and stimulates consideration of the most important aspects of governing.

We uniquely devote Chapter 14 to the federal budget. The federal budget codifies who gets what, a central issue in public policy. We discuss the size of federal spending, taxation, and deficits, as well as the political interactions among the president, the executive branch, and Congress. The annual budget debates on the Hill are some of the most colorful. The book also treats economic policy specifically, making it a separate chapter, because this topic deserves coverage of its own. We place the budget chapter after those on the presidency and Congress so that the reader may apply knowledge of these institutions to a core policymaking process. Discussion of policy occurs throughout the chapters, as well as in every chapter's conclusion,

where the two major themes of democracy and the scope of government are discussed to offer readers a consistent framework oriented toward policy outputs.

## TWO THEMES

To render the policy focus in concrete terms, we have expanded two important themes throughout the book: the nature of democracy and the scope of government. Each chapter begins with an anecdote and introductory text, tinted to highlight the relevance of these themes to the chapter's subject. Each chapter ends with specific sections on the two themes under the heading "Understanding . . ." that show how the themes help illuminate the chapter's subject matter.

The first theme, democracy, deals with the first great question central to governing: *How should we govern?* We evaluate how well the American system lives up to citizens' expectations of democratic government. 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 also raise questions about democracy in the context of our discussion of the various components of American government. For example, Is a strong presidency good for democracy? Do our mass media make us more democratic? Are powerful courts compatible with democracy? We try to encourage students to think analytically about the theories and to develop independent assessments of the American government's politics and policies.

The question of whether America's diversity and open political process frequently produce gridlock emerges as a subtheme to our discussion of democracy. The diversity of the American people is reflected in the diversity 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, the 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 Clinton health care reform plan or the Republicans' Contract with America, is a positive feature of our system. Our goal is to promote understanding of the consequences of the American democratic system and provoke discussion about these consequences.

Our 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 the influence that the workings of government and politics have on the scope of government. 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 on state policies? How high should taxes be? Do elections encourage politicians to promise more governmental services?

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. Thus, we often employ the concept of individualism in our analysis of the scope of government.

We hope that readers employ these perennial questions embodied in the nature of our democracy and the scope of our government when they examine political events long after reading the book.

## CURRENCY

This eighth edition is completely up-to-date and incorporates the best recent scholarship on U.S. government. We have expanded our coverage of several topics to reflect their importance in contemporary American politics. Our emphasis in each chapter on the scope of government is also very timely.

There is expanded coverage of theories of democracy in Chapter 1. In Chapter 3, we have included substantial material on fiscal federalism, an area at the core of much of the current debate over public policy. We have added material on the Constitution and religion in Chapter 4, addressing both the free exercise and the establishment of religion—another issue animating American politics today. Similarly, in Chapter 5, we have devoted substantial attention to both women's rights and affirmative action, as well as to racial gerrymandering

and voting rights. The latest Supreme Court decisions, including *Reno v. ACLU*, *Veeco v. Quill and Washington v. Glucksberg*, *Agostini v. Felton*, *Boerne v. Flores*, *Printz v. U.S.*, and *Raines v. Byrd*, are, of course, included wherever they are relevant.

A section on individualism and the media about the increased focus on presidential politics and candidate-centered politics appears in Chapter 7. Chapter 8 on political parties devotes more attention to divided government, to reflect the first Republican-controlled Congresses to face a Democratic president since 1948. Chapter 11 has a discussion of how interest groups campaigned successfully against President Clinton's health care reform proposal.

We have included in Chapters 10, 11, and 12 comprehensive coverage of the historic 1994 congressional elections and the 1996 presidential and congressional elections, both the campaigns and the results. We have also provided up-to-date coverage of the recent changes in congressional leadership, organization, and procedures in Chapter 12. Naturally, we have devoted considerable attention, in Chapter 13, to the Clinton administration (including its relations with Congress, the public and the press, the organization of the White House, and the president's actions as commander in chief) and, in Chapter 14, to the efforts of both the president and Congress to deal with the budget, which has become central to American politics and policy. President Clinton's judicial appointments are discussed in Chapter 16. Chapter 18 on social welfare policymaking includes discussion of the historic welfare reform of 1996. Chapter 21 on state and local politics has been revised to reflect the resurgence of the states in American politics.

## FIVE FEATURES

Five special features appear throughout *Government in America*: (1) **You Are the Policymaker/Judge**; (2) **Since Kennedy**; (3) **The People Speak**; (4) **America in Perspective**; and (5) **In the Twenty-first Century**. These features may outline a case study, present some specific research on a question, provide a historical or comparative perspective, or offer figures and tables that illustrate important points—valuable learning aids for students. Each of the five features plays a particular role in the text to support our approach to American Government.

We believe it is important for students to 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 the minimum wage should be raised, and then to make a policy decision.



In chapters dealing with legal questions, this feature is titled **"You Are the Judge,"** and it presents the student with an actual court case and concludes with **"The Court Decides,"** showing how the case was actually resolved.

In order to maintain strong historical coverage, we again include a feature titled **"Since Kennedy"** for the eighth edition. Each chapter contains a box analyzing some aspect of how politics or public policy has changed since the 1960s, such as the public's declining trust in government or the rise of the negative press. In some instances, we specifically compare the early 1960s to the early 1990s. In other instances, we trace the continuous changes from President Kennedy to President Clinton.

Complementing our theme of democracy are boxes called **"The People Speak,"** which provide recent opinion poll data regarding a matter discussed in the text. Some examples include whether the government in Washington is becoming too powerful, whether abortion should be outlawed, and whether big interests have too much influence on government.

Instructors who wish to incorporate a comparative element into their courses will appreciate our **"America in Perspective"** boxes. This feature examines how the United States compares to other countries in areas such as tax rates, voter turnout, or the delivery of public services.

In addition to our regular examination of the past, we also look toward the future at several points in our new feature titled **"In the 21st Century."** We do not have any crystal balls to tell us how the future will unfold, but we do believe that these plausible scenarios are worth pondering as American democracy heads into the next millennium.

Each chapter ends with a contemporary bibliography, a listing of key terms, and, new to the eighth edition, a list of Internet resources relevant to the chapter. Additional study aids appear at the back of the book: a glossary of terms, the Declaration of Independence, *Federalist Papers* No. 10 and No. 51, the Constitution, and tables on presidents and presidential elections, party control of the presidency and Congress in the twentieth century, and Supreme Court justices serving in this century.

## SUPPLEMENTS

A comprehensive selection of teaching and learning resources has been developed to supplement the eighth edition of *Government in America*.

### FOR QUALIFIED ADOPTERS

**Instructor's Manual** A complete resource manual by Jan Leighley of Texas A&M University is available for

the instructor. Each chapter of the instructor's manual includes learning objectives, a synopsis, glossary terms, lecture outlines, sources for other lecture material, and suggested projects and activities.

**Test Banks** The test bank by Jan Leighley of Texas A&M University consists of about 4000 multiple-choice, true/false, and completion test questions. Each question is coded with the correct response and referenced to the page in *Government in America* on which the correct answer is indicated.

**Test Gen EQ Computerized Testing System** This flexible, easy-to-master computer test bank includes all the test items in the printed test bank. The software allows you to edit existing questions and add your own items. Tests can be printed in several different formats and can include figures such as graphs and tables. The test bank is available for Windows and Macintosh Computers.

**Politics in Action Laser Disc** Eleven "Lecture Launchers," covering broad subjects such as social movements, conducting a campaign, and the passage of a bill, are examined through narrated videos, interviews, edited documentaries, original footage, and political ads. *Politics in Action* is available as an easy-to-use laser disc or videotape, and is accompanied by an extensive *User's Manual*, which provides background on the segments, links to topics in textbooks, discussion questions, and bar codes (for easy access when using the laser disc version).

**Transparencies** Transparency acetates of figures in the text are available free to instructors who want to help students interpret visual data. These transparencies facilitate the integration of student reading with classroom lectures. Electronic transparencies on 3.5" disks are available from Longman upon adoption.

### FOR STUDENTS

**Study Guide** This comprehensive study guide by Charles Matzke helps students not only to remember the essential text material but also to examine and discover further perspectives on American government. Each chapter of the study guide contains learning objectives, a chapter synopsis/overview, review questions, key terms, and discussion questions.

**Super Shell Student Tutorial Software** The *Super-Shell* by John Soares, is a computerized student tutorial guide. The program was developed to help students retain the key concepts and ideas they have read. This versatile drill and-practice software contains multiple-choice, true/false, and short answer questions for each chapter in the text. Diagnostic graphics provide the student with immediate reinforcement and indicate



areas in which further study might prove beneficial. Students can print out narrative chapter outlines or consult an easy-to-use tutorial guide. In addition, a flash card program is included to drill students on the terms in the text's glossary. Available for Windows and Macintosh Computers.

**Anthologies** There are two different American government anthologies available from Longman to complement this textbook. Woll, *American Government: Readings and Cases*, Twelfth Edition, is a best-selling, comprehensive anthology of major Supreme Court cases, essential political documents, and seminal essays in the history of American political thought. Grover/Peschek, *Voices of Dissent*, Second Edition, is an anthology of 40 critical essays, including coverage of media bias, Clinton's presidency, Republican Congress, voter discontent, health care, NAFTA, and free trade.

**The HarperCollins Political Pamphleteer** To help instructors and students incorporate the expertise of others into lectures and reading, HarperCollins asked specialists in various areas of political science to write essays appropriate for 50-minute classes. Each pamphlet in the series complements or elaborates on the themes raised in *Government in America*. Pamphlet titles include "Women and Politics"; "The Environment and Politics"; "Urban Politics"; "Latinos and Politics"; "National Health Care"; "Bill of Rights"; "Blacks and Politics"; "Landmark Supreme Court Decisions"; and "Affirmative Action and the Supreme Court."

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—George C. Edwards III

—Martin P. Wattenberg

—Robert L. Lineberry



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Professor Edwards has served as President of the Presidency Research Section of the American Political Science Association and on many editorial boards. He has also received the Decoration for Distinguished Civilian Service from the U.S. Army. A frequent speaker at universities around the country, he often lectures abroad as well.

Professor Edwards also applies his scholarship to practical issues of government. In 1988, he went to Brasilia to advise those writing the new constitution for Brazil. He was an issue leader for the National Academy of Public Administration's Project on the 1988 Presidential Transition, providing advice to the new president. In 1993, he spent 6 weeks in China lecturing on democracy. In 1994, he was a consultant to Russian democratic leaders on building a political party system in that country.

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While at Michigan, Professor Wattenberg authored *The Decline of American Political Parties* (Harvard University Press), currently in its fifth edition. Most recently, he has written *The Rise of Candidate-Centered Politics: Presidential Elections of the 1980s*, also published by Harvard. In addition, he has contributed many professional articles to such journals as the *American Political Science Review*, *American Journal of Political Science*, *American Politics Quarterly*, *Public Opinion Quarterly*, and *Public Opinion*.

Professor Wattenberg has also lectured in Australia, Europe, Asia, and Africa about American politics. Presently, he is working with a colleague in Canberra on a project comparing American and Australian electoral behavior.

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Dr. Lineberry has been President of the Policy Studies Section of the American Political Science Association and is currently the editor of *Social Science Quarterly*. He is the author or coauthor of numerous books and articles in political science. In addition, for the past 30 years he has taught regularly the introductory course in American government.

He has been married to Nita Lineberry for 30 years. They have two children, Nikki, who works in Glenwood Springs, Colorado, and Keith, who works in Houston, Texas. They have three grandchildren—Lee, Callie, and Hunter.



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