

# Study Outline

## Chapter 22: Who Governs? To What Ends?

- I. Introduction
  - A. Assumption the president and Congress are to address social and economic problems
    - 1. Limited concern of government as recently as the Eisenhower administration
    - 2. The Founders and the role of the federal government
  - B. Constitutional hurdles to effective federal action
    - 1. Separation of powers and checks and balances
    - 2. Federalism
    - 3. Bicameralism
- II. Restraints on the growth of government
  - A. For first 150 years government grew slowly
    - 1. Supreme Court defined government authority narrowly
    - 2. Popular opinion supported a limited governmental role
    - 3. The political system was designed to limit government
  - B. System limiting government makes it difficult to abolish programs
    - 1. Under Reagan spending increased for many programs
    - 2. Bush has also proposed programs that would increase spending
- III. Relaxing the Restraints
  - A. Changes in Constitutional interpretation
    - 1. Bill of Rights incorporated to the states
    - 2. Special protection of property rights reduced, business regulation increased
    - 3. Congress allowed to give broad discretionary powers to administrative agencies
  - B. Changes in public opinion
    - 1. Public demand for government action during Great Depression
    - 2. Opinions of political elites changed even faster
    - 3. Some programs have been popular with the masses
  - C. Changes in the distribution of political resources
    - 1. Number and variety of interest groups have increased
    - 2. Funds from organization pursuing causes have grown
    - 3. Greater access to the federal courts
    - 4. Technological advances have enhanced the power to communicate ideas
  - D. The Old System v. the New System
- IV. Consequences of activist government
  - A. Need to assess costs and benefits of programs
  - B. General political consequences of the enlarged scope of activity
    - 1. Bureaucratization of all organizations
    - 2. Rise of competing policies
    - 3. Less control by the electorate through the decline of parties and turnout and of public confidence
    - 4. Greater risk of government failure
- V. The influence of structure
  - A. Parliamentary model; if adopted here, would do the following:
    - 1. Fewer legislative restraints on the executive
    - 2. More bureaucratic centralization
    - 3. Less citizen participation to challenge or block policies
    - 4. Higher taxes and more secrecy
  - B. U.S. model
    - 1. More local authority
    - 2. Greater citizen participation
- VI. The influence of ideas
  - A. Preoccupation with rights
    - 1. Assumption that affected groups have a right to participate in policy formation
    - 2. Willingness to resort to courts
  - B. Effects of rights on government functions
    - 1. Harder to make government decisions
    - 2. More red tape
  - C. Elite opinion influences which rights have priority
    - 1. Favors freedom of expression over management of property

- 2. Mass opinion less committed to freedom of expression
- D. Freedom versus equality an enduring tension
  - 1. Advantages of freedom are remote
  - 2. Advantages of equality are obvious
- E. Fragmentation of political system increases role of ideas
  - 1. Widespread enthusiasm for an idea can lead to rapid adoption of new programs
  - 2. Competing ideas make change difficult; change today may require the persuading of thousands of special interests
- F. Fundamental challenge: to restore confidence in the legitimacy of government itself