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## Book Review: Eleventh Hour: The Politics of Policy Initiatives in Presidential Transitions, by David M. Shafie

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Although constitutionally the Congress possesses most of the powers of government, over the past century the presidency has eclipsed the legislature in power and centrality. Today, presidents are expected to lead yet denied the powers to govern effectively. The separation of powers requires that if a president is to lead, he must work *with* Congress. But the Congress does not always follow the president's lead, compelling presidents to find means of governing outside the purely legislative channels. In 1970, an "administrative presidency" developed wherein presidents sought to govern *without* Congress by employing managerial techniques to bypass it. More recently scholars discussed the rise of the unilateral presidency, which governs without Congress. In this excellent book, Shafie (Chapman Univ.) notes that today, "significant policy change is more often the result of presidential leadership and bureaucratic discretion than of legislation." Shafie is particularly interested in eleventh-hour rule making where lame duck presidents issue orders just before their term expires, giving the president an opportunity to impact policy without Congress. Shafie's book is judicious, thorough, balanced and comprehensive. It is a model of excellent scholarship and an important contribution to presidency studies.

—M. A. Genovese, *Loyola Marymount University*

Summing Up: Highly recommended. Upper-division undergraduate and graduate collections.