

# The Meaning of Politics and Government

#### Preview Questions:

- What is politics?
- What is government?
- Why is participation in politics and government important?

#### Key Terms:

social conflict, politics, government, political participation

When we think of government, we often think of politics. Exactly what do those terms mean, and why is it important for you to learn about them?

#### What Is Politics?

Politics means many things to many people. To some, politics is an expensive game played at election time in Washington, D.C., in state capitols, and in city halls. To others, politics involves all the maneuvers carried out by the president and Congress as they struggle over national issues.

Most formal definitions of politics begin with the notion of social conflict—the idea that people in a society disagree over beliefs, values, and what the society's priorities should be. This conflict is seen as inevitable in any social system. Conflicts will naturally arise over how the society should use its scarce resources, such as land and water. People will also have conflicting ideas about who should receive various benefits, such as health care and higher education.

A civilized society must have a system that allows for the resolution of conflict among its members. That is where politics comes in. **Politics** can be defined as a way to resolve social conflict. In the words of political scientist Harold Lasswell, politics determines "who gets what, when, and how" in our society.

## What Is Government?

Just as there are different ideas about the meaning f politics, there are different ideas about the mean-

ing of government. When you think of government, you might picture politicians campaigning loudly for reelection and debating issues in Washington, D.C. A citizen who has broken the law might view government as an interference, while another citizen might view government as a "rescuer" that provides public services such as transportation, health care, and protection from crime. To a social scientist, government is a permanent structure composed of decision makers who make society's rules about "who gets what" and who have the power and authority to enforce those rules.

Politics and government, then, are closely related. Politics is a process for resolving conflict. Government is a structure in which people make and enforce decisions about how conflicts will be resolved. Perhaps the best way to understand both politics and government is by understanding how they affect you.

# Why Study Politics and Government?

One student of politics said that to most Americans, politics is "a sideshow on the circus of life." Generally, people's interest in government and politics ranks well below their interest in family, work, romance, and many other activities. Most of us, however, will at some time in our lives enter the political world. People usually enter that world through some form of political participation. Political participation occurs whenever a person says or does something that affects politics or government. Voting is the most common form of political participation. But there are many other ways that people participate in the political process. Discussing political issues with others, writing letters to the editor, and attending school board meetings are just a few of these ways.

More and more people with common interests are joining together to participate in politics because they see how government affects their own interests. African Americans, whites, Hispanic Americans, women, and older persons all promote policies con-

# The Purposes of Government

### Preview Question:

What purposes does government serve?

#### Key Terms:

power, authority, public policies

The first step in understanding how government works is to understand what it actually does for people and society. Government serves five major purposes:

- It resolves conflicts.
- It provides public services.
- It provides for national security and common defense.
- It sets goals for public policies.
- It preserves culture.

# **Resolving Conflicts**

People have lived together in groups throughout history. Still, we have not learned how to do so with-

out social conflict, and we probably never will. This is because society's resources are limited, but peo-

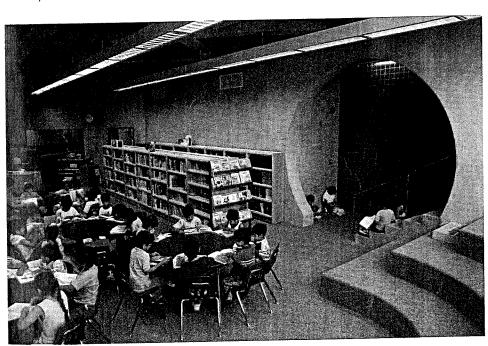
ple's wants are unlimited. Inevitably, disputes will arise over how our limited resources should be used. Consider the environment. There continues to be conflict over how best to protect it. Some citizens seem to want to protect the environment no matter what the cost to society. Others want to take into account the economic consequences of environmental protection.



Environmental pollution problems are not new to the modern era.
According to a visitor to Chicago in the late 1800s, he "did not see in Chicago anything but darkness, smoke, [or] clouds of dirt."

Who has the legitimate power and authority to resolve such conflicts? This is where government steps in.

Governments decide how conflicts will be resolved so that order can be maintained. Governments have power—the ability to cause others to change their behavior. Having power means being able to get someone to do something he or she would not do otherwise.



◀ These Los Angeles schoolchildren may not know it, but they are benefiting from a public service—an education for all citizens—provided by their local government. Who pays for public education?

# Setting Goals for Public Policies

Governments set goals meant to improve the lives of their citizens. These goals may affect the people on a local, state, or national scale. To support or achieve the goals, governments design plans of action known as public policies.

Governments set goals and make policies in many areas. The goals and policies may be short term, such as improving a city's education system by adding new classes, or long term, such as discovering new energy sources by supporting research facilities. Political and social goals for the United States might include decisions to launch another orbiting space station by the year 2010, to eliminate discrimination against Americans with disabilities, or to clean up the environment in the first decade of the new century.

# **Preserving Culture**

A nation's culture includes the customs, language, beliefs, and values of its people. Governments have worked to preserve their nations' cultures in ways that citizens cannot. For example, the observance of Independence Day in the United States helps carry on a tradition that celebrates our history. In France, Bastille Day is celebrated every July 14. You will learn more about the French Revolution in the Case Study: Government in Action feature on page 14.

In the People's Republic of China, National Day is celebrated October 10. Perhaps the ultimate way that governments preserve their national culture is by defending the nation against attacks by other nations. For example, consider what happened in Tibet. When that country was unable to defend itself

In the 1620s, Thanksgiving was not an annual event, nor was it necessarily celebrated in the fall (in 1623, it was apparently celebrated in July).

ust the Facts

against China, the conquering Chinese set out on a program to destroy Tibet's culture.



- 1. List the five purposes government serves.
- 2. Explain the difference between power and authority.
- 3. What are public services? What are public policies?
- 4. For Critical Analysis: In the United States, there are many different ethnic groups that have different cultures, customs, languages, and values. Should the U.S. government help these groups preserve their cultures? Or should the government preserve one national culture that all can share?



# Nations and the Origins of Government

# Preview Questions:

- What is a nation?
- What characteristics do all nations share?
- What are the theories regarding the origins of government?

### Key Terms:

nation, unitary government, federal government, confederal government, sovereignty, evolutionary

theory, force theory, institutions, social contract theory, revolution, natural rights

Where are governments actually found? You probably have a student government in your school that helps make decisions and rules for your student body. Your city has a government that makes decisions for its residents.

The largest group of people served by a government is the body of people living in a nation. A nation is a

▼ One purpose of government is preserving a nation's culture in ways that citizens alone cannot. For example, this national celebration of Independence Day in Mexico helps carry on a tradition that celebrates that country's history.



group of people occupying a specific area and organized under a government that makes and enforces laws without the approval of a higher authority. The nation is the basic political unit in the world today.

### Characteristics of Nations

There are over two hundred nations in the world, spread over the seven continents on Earth. Just as the

### Just the Facts

In 1790, a year after George Washington became president, Congress ordered the first census to be taken 'the population count was 4 million). continents differ, so do the nations. No two nations are the same. Each has its own unique geographical, economic, and cultural features. In spite of their differences, though, nations share four fundamental characteristics: population, territory, government, and sovereignty.

**Population** Obviously, each nation contains people. National populations vary from several thousand people in Luxembourg to over a billion in the People's Republic of China. The population of the United States is over 275 million.

**Territory** A nation must have land on which its people can live, and its boundaries must be recognized by other nations. The total land area of the United States is 3,615,122 square miles (9,363,123 square kilometers). The People's Republic of China covers 3,691,901 square miles (9,562,024 square kilometers). Both the United States and China have expanded their territory since they were first established. Other nations, such as Mexico, have lost territory since their beginning.

The location of political boundaries between nations is often a source of conflict and has led to many wars throughout history. Wars have also resulted when nations have attempted to take over the territory of other nations. Sometimes stronger nations

#### **Evolutionary Theory**

#### Force Theory

#### **Social Contract Theory**

Government developed as families joined to form clans, which grew into tribes regulated by older members.

Government originated when strong groups conquered territories and then brought the inhabitants under their control.

Government arose out of a voluntary agreement (contract) among free individuals.

come to the aid of weaker ones that are invaded. That is what happened when the United States sent troops to the Middle East in reaction to the Iraqi invasion of Kuwait in 1990.

Government Every nation has some form of political organization through which public policies are made and enforced. Most nations have several levels of government, which operate according to an overall plan. Most governments today have either a unitary or a federal system of government. A unitary government is one in which all authority is vested in the central government. A federal government, such as that in the United States, divides its powers and authority between national and state governments. A third type of government is a confederal government made up of a group of independent states. You will learn more about these systems in Chapter 4.

**Sovereignty** An essential characteristic of any nation is sovereignty—the right, power, and authority to govern itself. A nation has complete authority to determine its form of government, its economic and legal systems, and its foreign policy. The United States claimed sovereignty in 1776 when it broke its ties with Great Britain and asserted its independence as a nation.

Who holds the sovereign power within a nation is extremely important. Some nations are ruled by one person or a small group of people. In a democratic government, the people hold the power and are sovereign.

# How Did Government Begin?

What factors first brought about the existence of governments? This question has been examined and

debated for many centuries by political thinkers and historians. Over the years, many theories have been proposed, but none provides conclusive answers. Nonetheless, several of these theories have been widely discussed.

Evolution The evolutionary theory holds that government developed gradually, step by step. The first stage of human political development was the primitive family. Over a period of many years, families joined together into clans and worked cooperatively for protection. Clans gradually combined into larger units called tribes. Usually, one of the older individuals (or a group of them) led the tribe and was expected to make decisions and resolve conflicts between members. As the years went by, the number of families and clans in the tribe grew, and the "government" became larger and more formalized.

Force According to the force theory, governments first originated when strong persons or groups conquered territories and then forced everyone living in those territories to submit to their will. Then, institutions—such as police, courts, and tax collectors—were created to make people work and to collect all or part of what they produced for the conquerors. Institutions are long-standing structures or associations that perform functions for a society. The first leader of the modern German nation, Otto von Bismarck, said in 1862 that "the great questions of our day cannot be solved by speeches and majority votes . . . but by blood and iron." Obviously, Bismarck was a strong supporter of the force theory of government.

Social Contract The social contract theory was developed in the seventeenth and eighteenth centuries by such philosophers as John Locke (1632–1704) and



# Governmentain Action

### The French Revolution

Not all countries have a government as stable as ours in the United States. And some governments that are stable today were not always that way. Instead, they were created out of revolutions.

In a revolution, a government is overthrown by force and a new government is established. Revolutions often occur when many people in a society believe that the government is not meeting their needs.

One of the most important revolutions in the Western world was the French Revolution, which began in 1789. France at that time had long been governed by monarchs—kings or queens who made decisions as they pleased. In other words, they were not accountable to the people for their actions. They could not be "voted out of office."

Under this "old order," the nobility and the clergy (officials of the Church) were privileged classes. They received most of the society's resources, while the working classes paid most of the taxes, which were extremely high. The working classes grew increasingly unhappy as the government failed to solve these problems of inequality. Finally, they rebelled. On July 14, 1789, armed rebels in Paris stormed the Bastille, a state prison that had at one time held many famous political offenders.

By 1791, the old order had been overthrown and a new constitution written. The constitution established a government in which the power of citizens was greatly expanded. In the view of some scholars, the concept of popular sovereignty that emerged during the French Revolution became the basis for other new governmental systems that sprang up throughout Europe.

The United States, too, has a government that grew out of a revolution. The American Revolution ended in 1783. Since then, U.S. citizens have disagreed sharply over many issues. We have even suffered through a civil war. But we have never had to face another revolution. We are fortunate that our government was designed to be flexible and responsive to the demands of its citizens.

### THINK ABOUT IT

- 1. Sometimes journalists and social commentators talk about a revolution in *ideas*. How is the term *revolution* in this phrase related to the term *revolution* as applied to political change?
- 2. Could a revolution take place in the United States today? Why or why not?

Thomas Hobbes (1588–1679) in England and Jean-Jacques Rousseau (1712–1778) in France. According to this theory, individuals voluntarily agree with one another to create a government and to give that government enough power to secure the protection and welfare of all individuals. This unwritten agreement is called a social contract.

John Locke, one writer who particularly influenced the American colonists, argued that people are born

with natural rights to life, liberty, and property that no government can take away. He theorized that the purpose of government was to protect natural rights. Any government that abused its power by interfering with those rights should not be obeyed. Human beings, though, would voluntarily give up some of their freedoms to gain the benefits of orderly government.

Locke's theories greatly influenced many leaders of the American Revolution. Benjamin Franklin, James



# How Do Governments Differ from One Another?

#### Preview Questions:

- What are the main differences among the various types of government?
- What is the difference between a direct democracy and an indirect democracy?

### Key Terms:

autocracy, monarchy, divine right theory, dictatorship, authoritarian, totalitarian, democracy, direct democracy, representative democracy, republic

Through the centuries, governments have been organized in many different ways. A government's structure is influenced by a number of factors. These factors include history, customs, values, geography, climate, resources, and human experiences and needs. No wo nations have exactly the same form of government. Political analysts, however, have developed several ways of classifying governments. One of the most meaningful ways to classify governments is according to who governs. Who has the power to make the rules and laws that all must obey?

# Rule by One: Autocracy

In an autocracy, the power and authority of the government are in the hands of a single person, sometimes referred to as an autocrat. In ancient times, autocracy was one of the most common forms of government,

# Just the Facts

In 1998, eighty years after his murder, the then recently discovered remains of Russian Czar Nicholas II were laid to rest in a church 'n St. Petersburg, ssia.

and it still exists in some parts of the world. Autocrats usually obtained their power either by inheriting it or by using force.

Monarchy One of the forms of autocracy is a monarchy—government controlled by a king, queen, emperor, empress, tsar, or tsarina. The monarch, who usually

### BENT OFFERINGS By Don Addis



▲ This political cartoon highlights the power of an absolute monarch. Can an absolute monarch be voted out of office, as an American president can?

acquires his or her power through inheritance, is the highest authority in the government.

Historically, most monarchies have been absolute monarchies, in which rulers held complete and unlimited power as a matter of divine right. Before the eighteenth century, the theory of divine right was widely accepted in Europe. It was also accepted in ancient Egypt, China, Greece, and Rome. The divine right theory held that God gave those of royal birth the unlimited right to govern other men and women—the "divine right" to rule. According to this theory, only God could judge those of royal birth. Thus, all citizens were bound to obey their monarchs, no matter how unfair or unjust they seemed to be. Challenging a monarch's power was regarded not only as treason against the government but also as a sin against God.

Most modern monarchies are constitutional monarchies, in which kings or queens share governmental power with elected lawmakers. Their power is limited, or checked, by other government leaders and by constitutions. In most constitutional monarchies, the people themselves elect these other leaders to office.

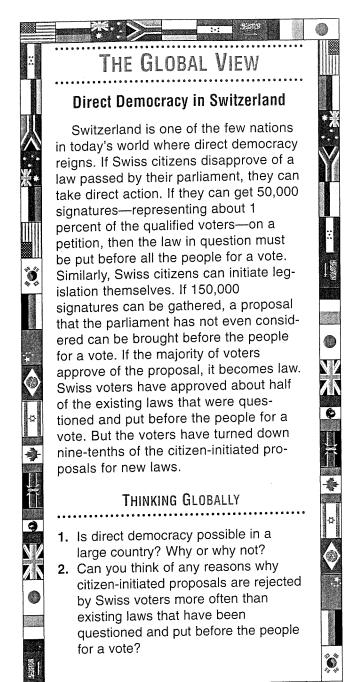
**Dictatorship** Autocracy can also take the form of a dictatorship, in which a single leader (or group of leaders) rules, although not through inheritance. Dictatorships are authoritarian, meaning the dictator has absolute power and is not subject to constitutional limitations. He or she is also not responsible to citizens or to their elected representatives. Changes in leadership can only come about by voluntary resignation, death, or forcible overthrow.

Dictatorships can also be totalitarian, which means the leader (or group of leaders) seeks to control almost all aspects of social and economic life. The needs of the nation come before the needs of individuals, and all citizens must work for the common goals established by the government. Examples of this form of government include Adolf Hitler's government in Nazi Germany from 1933 to 1945, Benito Mussolini's rule in Italy from 1922 to 1943, and Josef Stalin's rule in the Soviet Union from 1929 to 1953. More contemporary examples include Saddam Hussein in Iraq and Fidel Castro in Cuba.

# Rule by Many: Democracy

The most familiar form of government to most Americans is democracy, in which the supreme political authority ultimately rests with the people. The word democracy comes from the Greek demos, meaning "the people," and kratia, meaning "rule." The main idea of democracy is that government exists only by the consent of the people and reflects the will of the majority.

The Athenian Model of Direct Democracy Democracy as a form of government began long ago. Direct democracy exists when the people participate directly in government decision making through mass meetings. In its purest form, direct democracy was practiced in Athens and other ancient Greek city-states about 2,500 years ago. Every Athenian citizen participated in the governing assembly and voted on all major issues. (Most residents of the Athenian city-state were not



citizens, however. Noncitizens—including women and slaves—did not participate in government.)

Clearly, direct democracy is possible only in small communities in which citizens can meet in a chosen place and decide key issues and policies. Some New

FIGURE 1-2 Forms of Government Although no two nations have exactly the same form of government, most governments can be described by one of the models in the figure below. Which of the models best describes the U.S. government?

# Aminaera

Historical Absolute Monarchy

Monarch King or queen inherits unlimited power

Dictator Dictator takes absolute power by force

Dictatorship



Laws Monarch or dictator imposes laws on people



#### People

People are ruled from above and have no political voice

#### etical Structures of Democracies

#### People

Direct Democracy



Representatives Elected by the people



Representative

Laws Created by the people

Laws Enacted by elected representatives

#### **Working Democracies**

#### People •

Legislature Elected by the people

President Elected by the people Elected by the people

Legislature Prime Minister Elected by the legislature

Government Monarch Leaders Elected by

the people

Laws

Enacted by elected

Inherits position; holds limited political power

Laws

Enacted by the legislature and enforced by the president

> Presidential Democracy

Laws

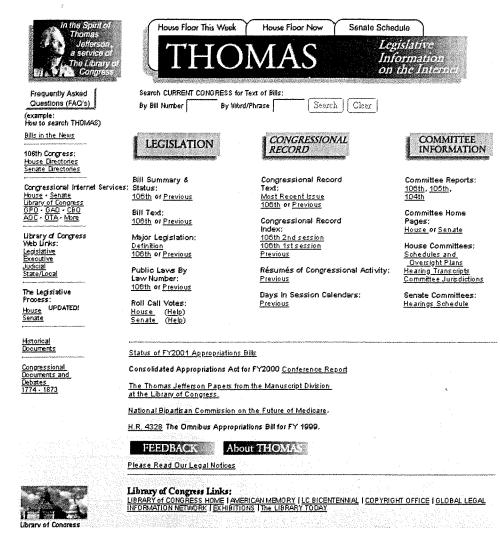
Enacted by elected representatives

> **Parliamentary** Democracy

representatives

Modern Constitutional Monarchy

▶ A few years ago, just a handful of people had access to the Internet or could identify a Web site page as shown here. Now communication is instantaneous as people worldwide go online to find out what's happening in everything from fashion to politics. Why would a dictator be troubled by citizens' easy access to the Internet?



release of chemicals called chlorofluorocarbons (CFCs) into the atmosphere. Some countries have banned the use of CFCs—for example, in the making of refrigerator coolant. But what happens if one country continues to produce products that cause more and more CFCs to be released into the air? Clearly, such an action creates a problem that other nations cannot ignore.

Nor can we ignore the problem of dangerous pesticides, such as DDT. A country may ban pesticide use within its own borders but still allow manufacturers to sell it to countries where it is not banned. What will the environmental effects of this practice be?

### **Communications Technology**

Interdependence has also increased because of improvements in communications technology. Perhaps the most important development in recent years is the expanded use of the Internet, a huge, worldwide system of computer networks.

The Internet Explosion Through the Internet, anyone with a computer and a communications link can contact anyone else in the world who has these facilities. This phenomenon is called electronic mail, or e-mail. Estimates of the number of e-mail messages just within

# The World Is Getting Smaller

#### Preview Questions:

- What does interdependence mean?
- Why is interdependence among nations growing?

#### Key Term:

interdependence

You have read about how each nation is sovereign. This does not mean, though, that each nation is a world unto itself. Each nation is one among many, all sharing the same planet and the same environment. Many people say that "the world is getting smaller." In a sense, this is true. Improvements in transportation and communications systems have linked nations and their peoples in ways that were only dreamed of years ago. Today, people around the world are more aware of—and affected by—the goals and actions of others.

Nations, then, are becoming more and more interdependent. Interdependence means mutual reliance. Today, nations are relying on each other more for several

reasons. Two important reasons have to do with environmental pollution and communications technology.

#### Our Shared Environment

Nations of the world are interdependent because they share the same air and water. Pollution in one nation can affect the people and the environment of other nations. As a result, the world's nations must depend on each other to protect an environment that knows no national boundaries.

An accident at a nuclear power plant in one country can affect the lives of millions of people thousands of miles away. The clear-cutting of the Brazilian rain forest may affect all of us if the world's oxygen level is severely reduced. In the United States, many electric utility plants generate air pollution that spreads hundreds of miles and creates the problem of acid rain in other regions of the country, as well as in Canada.

The possible depletion of the earth's ozone layer is a global problem. One of the causes is thought to be the



■ These workers are cleaning up an oil spill from a Texaco refinery in Anacortes Bay in Anacortes, Washington. As interdependence among nations increases, leaders and citizens alike are beginning to recognize the importance of working globally to manage environmental issues.



# ARCHITECTS

# of Government

Thomas Jefferson (1743–1826)

Born in Shadwell, Virginia, Thomas Jefferson attended the College of William and Mary. He drafted the Declaration of Independence while serving as a member of the Second Continental Congress. Jefferson was elected to the Virginia House of Delegates in 1776 and later served as governor of Virginia. He became ambassador to France in 1785 and secretary of state in 1789. After a term as vice president to John Adams, he served as president from 1801 to 1809.

#### HIS WORDS

"I have sworn upon the altar of God, eternal hostility against every form of tyranny over the mind of man."

(Letter, September 23, 1800)

"The republican is the only form of government which is not eternally at open or secret war with the rights of mankind."

(Letter, March 11, 1790)

"The boisterous sea of liberty is never without a wave."

(Letter, October 29, 1820)

#### DEVELOPING CRITICAL THINKING SKILLS

- 1. What did Jefferson mean when he referred to "tyranny over the mind of man"?
- 2. Why do a republican form of government and the rights of humankind go well together?
- 3. The third quotation above states that the boisterous, or stormy, sea of liberty is never without a wave. Restate this quotation in another way.

of government overlap. In England, for example, the prime minister and the Cabinet are members of the legislature, or *Parliament*, and enact the laws as well as carry them out.

# Principles of Democracy

This country, with all its institutions, belongs to the people who inhabit it. Whenever they shall grow weary of the existing government, they can exercise their constitutional right of amending it, or their revolutionary right to dismember or overthrow it.

With these words, Abraham Lincoln described the most basic concept of American government—that the people, not the government, are ultimately in control.

Democracy is based, in theory at least, on five principles listed below. All of them will be discussed throughout this text.

- Equality in voting. Citizens need equal opportunities to express their preferences about policies and leaders.
- Individual freedom. All individuals must have the greatest amount of freedom possible without interfering with the rights of others.
- Equality of all persons. The law must entitle all persons to equal treatment within the society.
- Majority rule and minority rights. The majority should rule, but the rights of minority groups should be guaranteed.
- Voluntary consent to be governed. The people who make up a democracy must agree voluntarily to be governed by the rules laid down by their representatives.



- 1. What is the difference between a monarchy and a dictatorship?
- 2. What is direct democracy, and why did our founders oppose it?
- 3. What is the difference between a direct democracy and a representative, or indirect, democracy?
- 4. What are the principles of democracy?
- 5. For Critical Analysis: How do you think your life would be different if you were living in a country ruled by a dictatorship?

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| Cl | napter 1  |
| W  | rite phrases or sentences to answer these questions.  |
| 1. | Do you think a group of people could live together for several generations without social conflict? Why or why not? $\it R.6$ |
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| 2. | What are two forms of political participation? PL   |
| 3. | What are the five major purposes of government? $P9$  |
|    |   |
| 4. | What are two aspects of a nation's culture? ///   |
| 5. | How would you define a nation? $P/2 - 13$   |
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