

# UNIT

## 1

### CHAPTER 1

## ROLE OF GOVERNMENT

### CHAPTER 2

## ORIGINS OF U.S. GOVERNMENT

### CHAPTER 3

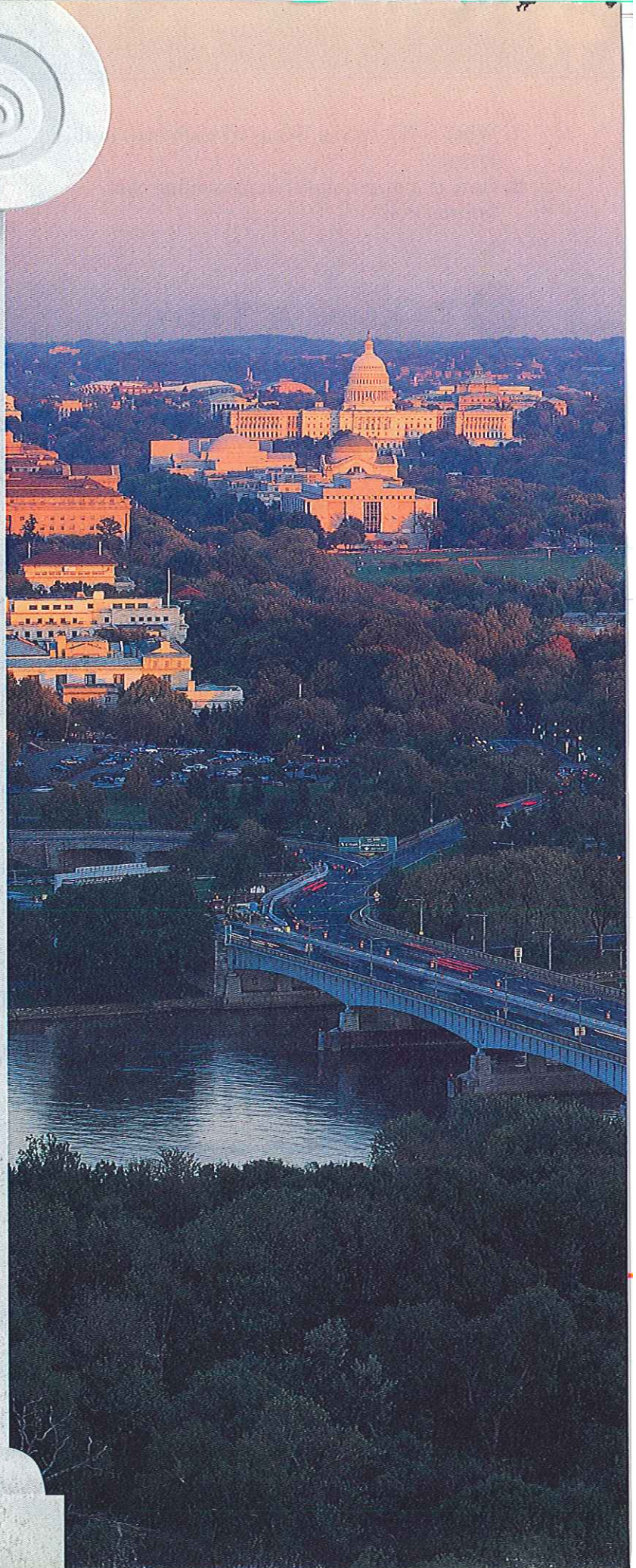
## THE U.S. CONSTITUTION

### CHAPTER 4

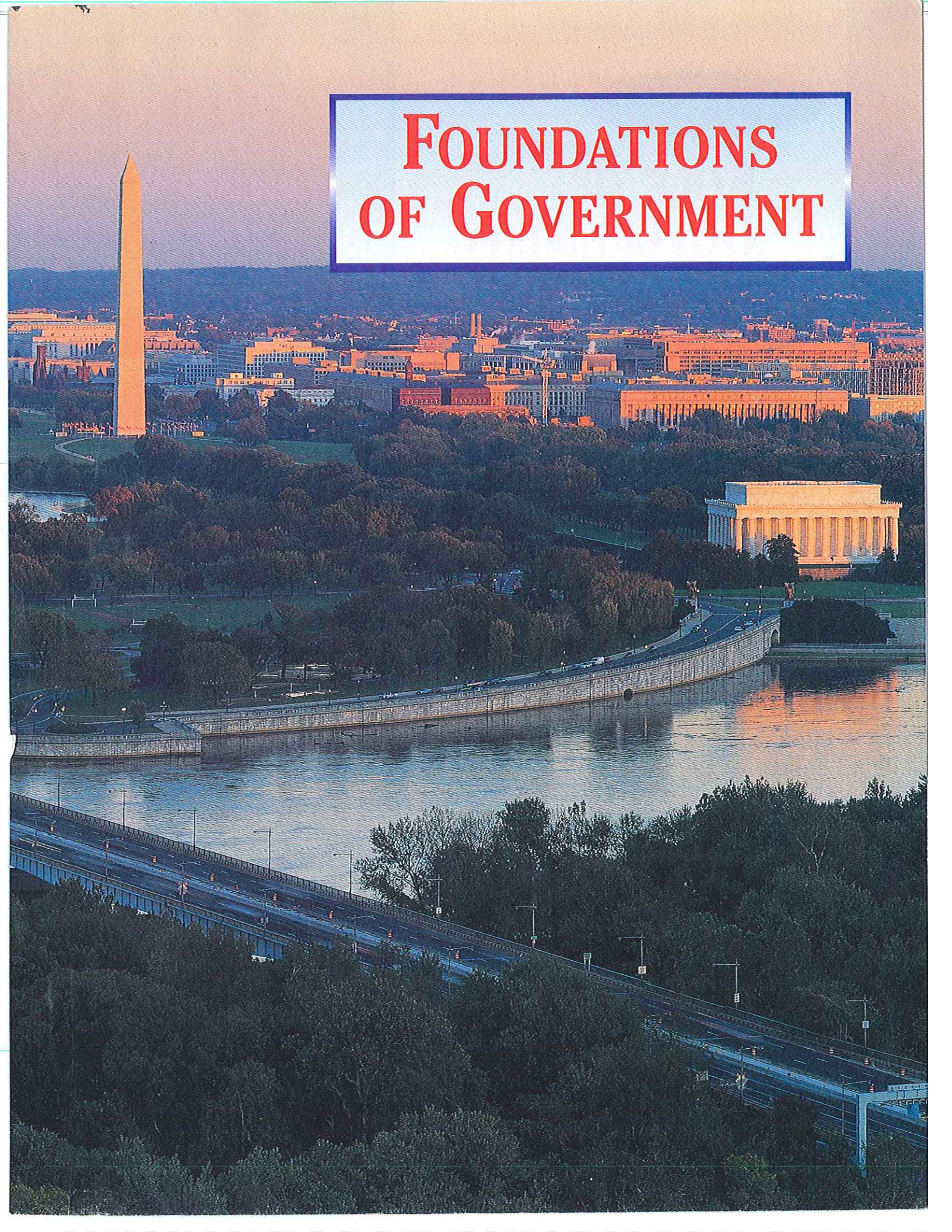
## FEDERALISM

### PUBLIC POLICY LAB

Do students have guaranteed rights while they are attending school? Find out by reading this unit and taking the Public Policy Lab challenge on pages 86–89.



# FOUNDATIONS OF GOVERNMENT



## CHAPTER 1

# ROLE OF GOVERNMENT

**W**hat prevents someone from placing a garbage dump next to your house or apartment? What makes sure you have the proper training to drive a car and determines when you can get your license? What ensures that the hamburger you buy at a local restaurant has been cooked safely? Who makes rules about whether or not school officials can search your locker?

The answer to these questions is government. You might think that government does not affect your everyday life or that it affects you only in negative ways. For example, some people complain about the taxes they have to pay. However, government actions, including collecting taxes, are intended to serve a vital purpose—promoting the well-being of a country's people. This chapter takes a close look at the role of government and how it affects the lives of the people it governs.



### Government Notebook

In your Government Notebook, write a paragraph about the purpose of government. What role does government play in your life?



## SECTION 1

# GOVERNMENT AND THE PUBLIC GOOD

### Political Dictionary



government  
state  
citizen  
sovereignty  
law  
public policy  
legitimacy  
social contract  
natural right  
politics  
value  
public good

### Objectives

- ★ What is government, and why is it important?
- ★ How have some philosophers described the nature and purpose of the state?
- ★ What functions does government perform?
- ★ How does government serve the public good?

Imagine what things would be like if there were no traffic rules. For example, what if no one had to stop at a stop sign? Consider a busy highway with no posted speed limits or warnings for drivers to obey. Driving a car under these conditions would be very dangerous.

**Government**—an institution with the power to make and enforce rules for a group of people—posts the signs that help make roads safer for travelers. Setting traffic rules—as well as enforcing those rules—is just one way government works to make people’s lives safer and more secure. In the words of English philosopher Thomas Hobbes (1588–1679), life without such security would be “nasty, brutish, and short.”

## What Is Government?

Signs of government at work are everywhere: a postal service logo on a mailbox, a badge worn by a police officer, a flag flying in front of a school. Government also appears in less obvious ways: a bridge over a highway, a curfew for young people, an older citizen’s visit to the doctor’s office.

Government, however, is more than just a collection of these symbols and services. As you have just read, it also establishes the rules and regulations that govern everyday life. Of course, other institutions also establish rules. Religions, social clubs, and professional associations, for example, set rules for their members. It is government, however, that has the authority to set rules for all the people living in a political unit, or **state**.

This absolute authority that a government has over its **citizens**, or members of a state, is called **sovereignty**. The United States, France, Egypt, Japan, Russia, Mexico, China, Indonesia, and Nigeria are examples of the nearly 200 sovereign states in the world.

How do the governments of these and other sovereign states establish rules for their societies? They do so by making law. **Law** is a set of rules, made and enforced by government, that is binding on society. There are laws covering everything



**POLITICAL FOUNDATIONS** *City snowplows clear the streets during a blizzard in New York City. What signs of government do you see every day in your community?*

from punishment for crimes such as murder and theft to littering and programs for building highways, granting college loans, and providing job training. Laws also govern the ways in which such rules are enforced, such as by determining the amount a person can be fined for breaking a rule.

Most societies have thousands of laws. These are part of **public policies**, or the plans and decisions that a government makes in a particular area of public concern. A government makes public policies on a broad range of issues. The public policy on traffic safety, for example, includes laws that set speed limits, require the use of seat belts, and establish rules for issuing driver's licenses. Regardless of their focus, all laws and policies have two things in common—they deal with a public problem and they are enforceable.

## Origins of Government

Scholars have long debated the origins of the state and government. In the past, philosophers argued that rulers—typically kings and queens—receive their authority to govern from God. The rightful authority any government has over its citizens is known as **legitimacy**.

In the 1600s Thomas Hobbes argued that people create the state by entering into a **social contract**. Under this contract, the people give up their individual sovereignty to the state. In exchange, the state provides peace and order.

English philosopher John Locke (1632–1704) developed his own ideas about the social contract. Locke argued that the contract creates a limited government that relies entirely on the consent of the governed. In other words, the government has legitimacy because the people, not God or anyone else, give it authority to govern.

Locke also believed that government's proper job is to secure people's natural rights. **Natural rights** are those that people have simply because they are human beings. The U.S. Declaration of Independence lists some of these natural rights: life, liberty, and the pursuit of happiness. Locke argued that the people may throw out governments that do not secure these rights. In *Of Civil Government*, from *Two Treatises on Government*, Locke stated,

“Whosoever in authority exceeds the power given him by the law . . . may be opposed as any other man who by force invades the right of another.”

## Functions of Government

A government should secure citizens' natural rights and fulfill its part of the social contract by performing a variety of functions. In the United States you can see government working toward these goals all around you: the police officer walking a beat, the soldier coming home on leave, the health inspector checking a restaurant, officials debating ideas at a public meeting. These actions are examples of the critical functions of government: to maintain order, provide services, resolve conflicts, and promote society's shared values. How many of these functions a government actually serves varies from country to country.

**Maintaining Order** Government maintains order in society by enforcing laws that protect



**PUBLIC GOOD** To enforce laws that prohibit littering, the government fines those who do not properly dispose of their trash. In what other ways does government fulfill its part of the social contract?

# Careers in Government



## Political Scientist

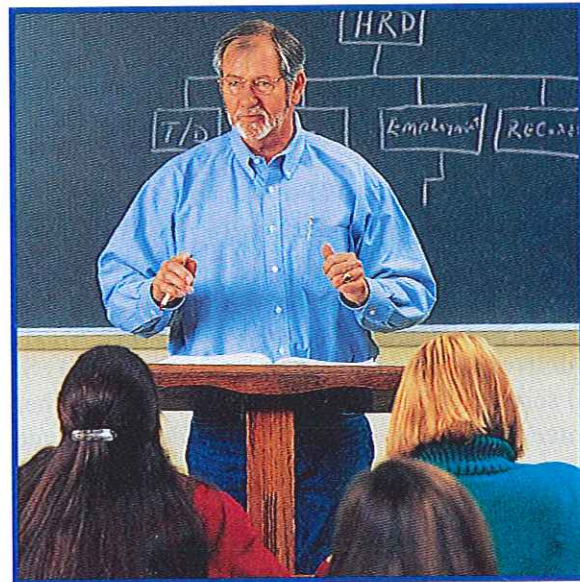
Answer the following questions.

TRUE or FALSE

- I enjoy watching political debates on television.
- I keep up with current events and political issues.
- During an election year, I try to stay informed about the candidates.
- I have my own opinions when it comes to our government.

Like most people, you probably think of scientists as specialists who study the life sciences, such as biology. Some scientists, however, are social scientists. The role of a social scientist is to study the structure of a society and the activities of its members.

A social scientist who studies the structure and role of government is called a political scientist. Political scientists explore how government and political institutions function. They answer questions about government as well as seek solutions to its problems. They also offer theories on how to make government function better. For example, a political scientist might study a presidential campaign and election, analyzing the election's outcome and the public's response. He or she then might present the findings in a report or article. Such an election analysis might be useful in future elections, or it might help gauge the nation's attitudes toward government and politics in general.



Many political scientists teach at universities. **How do you become a political scientist?**

Most political scientists are employed as teachers or researchers at universities. Many others work in government agencies, conducting research and analyzing data. Still others work as members of "think tanks" for corporations and private institutes to research and study political issues and problems.

How do you become a political scientist? Education is key. Most jobs for political scientists require an advanced college degree. A budding political scientist must also have a keen interest in government and the political process. Review your answers to the True/False questions above. Perhaps you are already on your way.

the safety and security of people and property. For example, police officers help protect society from those who murder, steal from, or harm other people.

In addition, government works to protect people from unfair or harmful business practices. It establishes laws that promote respect for individual rights in the workplace and in society. For example, government attempts to ensure that employers do not discriminate against workers

because of race, ethnic origin, gender, or religion. Government also protects and promotes businesses through such means as regulating commerce and protecting national industries. This protection allows businesses to perform functions essential to the community—building houses, transporting people, and creating new jobs, for example.

Government also maintains order by protecting the country from foreign invasion. National

security is important for all governments because it helps protect citizens' lives, rights, and property.

**Providing Services** Government provides many needed services that people cannot easily provide on their own. It builds roads that carry people and goods. It inspects and approves food and medicines to make sure they are safe. Government also delivers mail across the country, provides assistance to the needy, and builds schools.

Some people argue that other institutions, such as private businesses, could provide many of these services. In fact, private industry and other institutions do provide some important services. For example, people can send packages using a private delivery company instead of using the U.S. postal service. Private charities, churches, and other volunteer organizations also provide assistance



**PUBLIC GOOD** *As in other countries, people in the United States value quality health care for older people. How does government promote the values of U.S. citizens?*

to needy people. In general, however, government provides important services that private industry alone would not make available to all citizens. Because most government services do address issues of widespread concern, the benefits are shared by everyone.

**Resolving Conflict** Government helps resolve conflict by bringing people together to reach common goals through compromise. A compromise is a resolution of conflict in which each side gives up some of what it wants.

Government brings about compromise through **politics**, the process by which people participating in government express opinions about what government should do (or not do). Government then makes decisions according to those opinions.

The court system—part of government—has the authority to enforce the decisions reached in these compromises. Courts also act as a neutral party working to peacefully resolve disputes between people.

**Promoting Values** Maintaining order, providing services, and resolving conflict help government fulfill a fourth function—promoting common values. **Values** are basic principles by which people act and live their lives. These values include safety and willingness to compromise. Society in the United States also values equality of opportunity, respect for individual rights, a good education, health care for older people and the needy, and personal responsibility. Because people find it difficult to promote common values by themselves, government helps out by passing laws and setting policies.

## The Public Good

These functions of government all share a fundamental purpose: to serve the public good. The **public good** is another term for the public interest or the well-being of society as a whole. Good government tries to pursue policies that serve the public interest.

How do governments determine what policies serve the public good? After all, people disagree about which public policies are best. Should government spend money on public schools, or should it provide grants to parents who want to send their children to private schools? Should



**PUBLIC GOOD** *Passengers in San Luis Obispo, California, board a federally funded Amtrak train. What other types of services does government provide?*

government spend money building more roads, or should it increase funding for public transportation? Deciding which of these options makes good public policy is a vital responsibility of government.

One way to determine if a policy serves the public good is to ask if it reflects the narrow interests of a few or the broad concerns of many. Policies that fulfill only narrow interests usually do not serve the public good, while policies that

address a wide range of concerns tend to promote the public good.

Throughout this textbook you will have the opportunity to consider whether various government policies serve the public good. You will investigate not only the structure and workings of government but also the results of government policies. Thus, you will not only study how government works, you also will have the opportunity to decide whether it works well.

## SECTION 1


# REVIEW

1. Define the following terms: government, state, citizen, sovereignty, law, public policy, legitimacy, social contract, natural right, politics, value, public good.
2. What is the purpose of the rules you must follow in school or in a club of which you are a member? How is the purpose of those rules similar to the purpose of rules established by government?
3. How did Thomas Hobbes view the relationship between the people and the state? How did John Locke view government's responsibility to the people?
4. Describe the basic functions of government. What common values does the U.S. government promote?

### 5. Thinking and Writing Critically

Suggest some government policies that you believe promote the public good. What is it about these policies that makes them serve the public good? Do you think the public good is served when government leaves some decisions completely to individuals? Explain your answers.

### 6. Applying **PUBLIC GOOD**

 Establishing policies that protect and preserve the environment is just one of the services government provides. Conduct an Internet search to find out more about government agencies that are set up to enforce these policies. Write a paragraph describing one of these agencies and its function.



## SECTION 2

# FORMS OF GOVERNMENT



### Political Dictionary

monarchy  
constitutional  
monarchy  
republic  
democracy  
dictatorship  
autocracy  
oligarchy

authoritarian  
totalitarian  
unitary system  
federal system  
confederal system  
presidential system  
parliamentary  
system

### Objectives

- ★ In what ways are monarchies, republics, and dictatorships different from one another?
- ★ What are the features of unitary, federal, and confederal systems?
- ★ What are the major differences between presidential and parliamentary forms of government?

Many kinds of government exist around the world. The form of government in the United States, for example, differs from those in South Korea, the United Kingdom, and Saudi Arabia. Governments differ in their sources of authority and in how power is shared among and within their national, regional, and local levels.

## Sources of Authority

Whatever form a government takes, a key consideration is the source of the government's power. How does the government receive its authority to rule? The answer to this question is crucial—the basis of a government's power determines whether narrow interests or the public good is served.

**Monarchies** In some countries, the head of state is a hereditary position. In most of these countries,

which are called **monarchies**, the head of state is a king or a queen. Until the early part of the 1900s, most countries were ruled by monarchs. Today around 40 countries have monarchs.

Many of these countries are **constitutional monarchies** in which the monarch is primarily a ceremonial head of state. The real power lies in another part of government. Constitutional monarchies include the United Kingdom, Japan, Norway, Sweden, Denmark, and the Netherlands. Monarchs have substantial power in only a few countries, such as Saudi Arabia, Bahrain, and Kuwait.

**Republics** Most countries today are republics. In its true form, a **republic** is a country in which the government's authority comes only from the people. The government in a republic is made up of representatives elected by the people. How the people are represented differs, but all true republics base their governments on some form of representation. The United States is a republic, as are France, Mexico, Argentina, South Africa, and India. Constitutional monarchies also have representative systems of government.

The terms *republic* and *democracy* often are used interchangeably. **Democracy** comes from two Greek words that together mean "rule by the people." Democracy recognizes the authority of citizens to control their government—by voting, expressing their views, and forming or joining



**CONSTITUTIONAL GOVERNMENT** Here, Queen Elizabeth of Great Britain leaves Buckingham Palace in a parade. What is the role of a king or queen in a constitutional monarchy?

# Comparing

## Governments

### Japan's Constitutional Monarchy

After Japan's defeat in World War II, its military-dominated government was abolished. Under the terms of the war's peace treaty, Japan was required to establish a peaceful government. In 1947 a new constitution was enacted, creating a system of government based on a European civil law system and heavily influenced by the British and the U.S. systems of government.

For this reason, there are several similarities among the governments of Japan, the United States, and Great Britain. For example, Japan's executive head of government is an elected prime minister, who is chosen by the Japanese legislature, the Diet. Like the U.S. Congress, the Diet is elected by the people. It is made up of two houses—a 511-member House of Representatives and a 252-member House of Councillors.

Japan is organized into 47 prefectures, which are similar to states or provinces. Like the elected governors of the United States, an elected governor administers each of Japan's prefectures.

Unlike the United States, however, Japan is a constitutional monarchy. Like Great Britain, which has a king or queen, Japan has a ceremonial head of state, the emperor. The reigning emperor is a symbol of the nation and holds no executive power.

political groups. Constitutional monarchies may also have a democratic form of government.

**Dictatorships** Some countries that call themselves republics have governments over which the people have little, if any, control. In some cases, government officials are not elected by the people. In others, elections are unfair or manipulated by those in control. These countries are not truly republics. They are dictatorships.

Power in a **dictatorship** is concentrated in the hands of a single person or a small group of people. If a single person holds the power, the government is an **autocracy**, which means "rule by one." (Note that a monarchy can be autocratic if

the monarch—one person—holds all the power.) If a small group of people holds the power, the government is an **oligarchy**, which means "rule by few."

Dictatorships' authority may rest on a combination of their leaders' political power, military power, wealth, and/or social position. Dictators achieve and maintain power through force. Some dictators claim they truly represent the will of the people. In truth, however, dictatorships are **authoritarian** because rulers answer only to themselves, not to the people.

Sometimes dictatorships are so extreme that they become totalitarian. **Totalitarian** rulers

### Sources of Authority

#### MONARCHY



- Head of state is a hereditary position.

#### Constitutional Monarchy

- King or queen is only the ceremonial head of state.
- Real power lies in another branch of government.

#### REPUBLIC (DEMOCRATIC)

##### BALLOT



- People are the source of authority.
- Government is made up of representatives elected by the people.

#### DICTATORSHIP



- Political and/or military power, wealth and/or social position are the source of leaders' authority.
- Power is achieved and maintained through force.

*One of the differences between types of government systems is the source of authority. What is the source of authority in the U.S. government?*

seek complete control over all aspects of citizens' lives, including political, religious, social, cultural, and even personal activities. There are several totalitarian states in the world today, including Burma (Myanmar) in South Asia.

Totalitarian governments use a variety of methods to control a society. Such governments often employ vast security networks and secret police to control citizens' actions. In addition, they try to influence people's beliefs through controlling the everyday aspects of life such as what news organizations report and what schools teach. Free speech is outlawed, and political organizations that oppose the government are banned. Opponents of the government are imprisoned and sometimes killed.

## Power Among Levels of Government

Governments also differ in how power is distributed among the national, regional, and local levels. Ways of distributing power fall into three types of systems: unitary, federal, and confederal.

**Unitary Systems** In a **unitary system**, all legal power is held by the national, or central, government. Local governments, such as those for provinces and cities, have no independent powers and are simply local representatives of the national government. Their job is to carry out decisions made by the national government. The United Kingdom, Israel, and Japan are examples of unitary systems.




**Federal Systems** Some countries have **federal systems** in which powers are divided among national, state, and local governments. In this system, some powers belong only to the national government, others only to state and local governments, and still others are shared by all three. The United States has a federal system of government, as do Germany, India, Australia, and Malaysia.

**Confederal Systems** In a **confederal system**, independent states join together to accomplish common goals. There may be no central government, but the members of the confederation may set up an organization to carry out agreed-upon policies.

The United States was a confederation from 1781 to 1789. In 1789 the Articles of Confederation were replaced with the U.S. Constitution and a federal system of government. Today, Canada, Russia, and the United Arab Emirates are examples of confederations. The European Union (EU) is a confederation of nations made up of 15 European countries that joined together to promote economic and political cooperation.

## Power Within Levels of Government

Just as power may be distributed among levels of government, power within a single level of government also may be divided. In other words, different powers are given to the different branches of a government. The relationship between the

How Power Is Distributed		
<b>UNITARY SYSTEM</b>  Central government holds all legal power.  Local government has no independent power; carries out decisions made by the central government.	<b>FEDERAL SYSTEM</b>  National, state, and local governments share power.  All levels have the power to establish their own laws, elect officials, and create agencies.	<b>CONFEDERAL SYSTEM</b>  Independent states join together.  Each state is represented in a central organization. Central organization carries out policies made by representatives.

*Power among levels of government may be classified according to three types of systems. How is power distributed in the U.S. government?*

branches of government may take two basic forms: presidential systems and parliamentary systems.

**Presidential Systems** The legislative branch, which makes the law, and the executive branch, which carries out the law, are separate and independent of each other in a **presidential system** of government. The executive branch usually is headed by a president, who is chosen independently of the legislature. This chief executive serves a set term in office and has powers separate from those of the legislature. Members of the executive branch cannot be members of the legislative branch. In addition to serving as head of the executive branch, the president also represents the country as head of state.

The United States has a presidential system of government. Each branch of government acts as a check on the others' powers. In some presidential systems, however, one branch of government may have much more power than the other(s). In France, for example, the president can dissolve part of the national legislature and call new elections.

**Parliamentary Systems** The chief executive, often called a prime minister or premier, is chosen by the parliament, or legislature, in a **parliamentary system** of government. The prime minister or premier and other officials appointed from the parliament make up the executive. If the



**PRINCIPLES OF DEMOCRACY** Egypt has a parliamentary system of government. The head of state, President Hosni Mubarak, was elected by the national legislature. How is the head of state chosen in a presidential system?

executive loses the parliament's support, a new government must be formed or a new legislative election held.

In parliamentary systems the chief executive of the government and the head of state are separate offices. In some parliamentary systems, such as in the United Kingdom, the head of state is a monarch. In others, such as in Israel, the head of state is a president.

## SECTION 2

## REVIEW

1. Define the following terms: monarchy, constitutional monarchy, republic, democracy, dictatorship, autocracy, oligarchy, authoritarian, totalitarian, unitary system, federal system, confederal system, presidential system, parliamentary system.
2. What is the source of authority in a monarchy? in a democratic republic? in a dictatorship?
3. How does a confederal system differ from federal and unitary systems?
4. Does the United States have a presidential or a parliamentary system of government? Support your answer by listing the features of each system.

### 5. Thinking and Writing Critically

Some dictatorships are called "benevolent dictatorships" because the rulers appear to want to do good things for the people. Such rulers might be less harsh or oppressive than other dictators. Do you think these types of dictatorships are ever beneficial, or are they by nature always harmful? Why?

### 6. Applying POLITICAL FOUNDATIONS



Conduct an Internet search to learn more about parliamentary systems of government. Choose one country with a parliamentary system and briefly describe its national government. Include a simple chart that shows the government's organization.

## SECTION 3

# FOUNDATIONS OF DEMOCRACY

### Political Dictionary



anarchy  
majority rule  
minority rights  
direct democracy  
representative democracy

### Objectives

- ★ What are the major principles of democracy?
- ★ What is the difference between direct democracy and representative democracy?

During the 1900s, democracy has been the one form of government that has not seen a decline. Totalitarian dictatorships in Nazi Germany and Italy were defeated in World War II, and few countries today are ruled by absolute monarchs. Dictatorships that ruled Russia, as well as many countries in Eastern Europe and the rest of the world, have been replaced for the most part by democratic governments. Some authoritarian and totalitarian dictatorships still exist, but many countries have turned to democracy.

Why does democracy endure? Does it provide things that other forms of government do not?

## Benefits of Democracy

In its ideal form, democracy is based on five broad principles that foster its success. It should

- ★ give people the opportunity to make choices,
- ★ recognize the dignity and worth of each person,
- ★ promote respect for the law,
- ★ protect the rights of the minority, and
- ★ produce policies that promote the public good.

**Allowing Choice** Imagine a restaurant in which the waiter selects your dinner for you. Even if you enjoy the food, you might feel you have missed something by having the waiter choose your meal. After all, deciding what to eat is a valued exercise of choice for most people. Many people want the same right to choose when it comes to more important matters, such as who governs their community and country. Most people want their government's decisions to reflect citizens' wishes.

In democracies, people have the opportunity to make their own choices. Some people have argued that ordinary people are not wise enough to govern themselves. Even though people sometimes make mistakes, the opportunity to choose is important because it allows people to take responsibility for their lives.

People living in a democratic society make their own choices in free and fair elections. For example, voters in the United States elect a president every four years and representatives every two years. Voters also freely choose their state and local leaders and representatives.

Ideally, people in a democracy also have the right to make their own choices regarding other areas of their lives. No one can be forced to join or reject a particular religion or to worship in a particular way. People are free to declare their opinions publicly, to decide what kind of jobs they

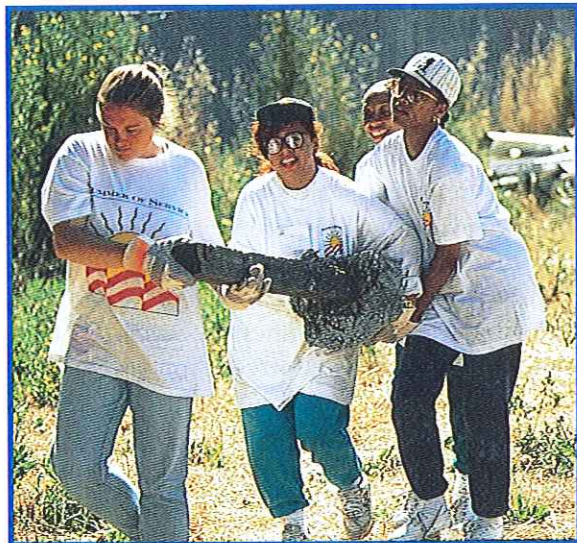


**PRINCIPLES OF DEMOCRACY** Democracies give people the opportunity to choose their own jobs. Citizens of the United States are free to choose jobs that suit their interests and abilities. What other benefits does a democracy provide?

# Citizenship in

## Action

### Teenage Volunteers Lend a Helping Hand



Members of a youth group help the environment by removing trash and debris from a vacant lot.

The spirit of volunteerism in the United States—neighbors helping neighbors—is as old as the nation itself. In the early 1800s, for example, volunteer societies established by Christian groups supported educational activities and other concerns.

Today many of the nation's volunteers are young people. According to Denny Barnett of Volunteers of America, one of the country's oldest human-service agencies, people "are . . . getting involved at an earlier age." A recent study showed that more than 60 percent of kids between the ages of 12 and 17 volunteer an average of more than three hours per week to a special cause.

No matter where you live or what your talents are, there is a nearby organization, group, or individual in need who could benefit from your

efforts. For some volunteers, a favorite cause, such as the environment, is the best motivator for becoming involved. For example, in St. Louis a group of young people called the Earth Defenders scours vacant lots and other dumping sites, collecting and recycling thousands of pounds of discarded household items. The Earth Defenders clean these sites frequently, because within days of a cleanup project the lots are covered with trash again. Although the Earth Defenders may tire of picking up the trash, they are rewarded with the knowledge that their efforts have greatly benefited the environment.

Through their hard work and dedication, the Earth Defenders have converted six vacant lots into habitats for wildlife. The group also has been able to support its efforts with money raised through recycling, wise investment, and other activities. The members donate some of what they raise to other environmental causes, such as the National Wildlife Federation.

Involvement brings many rewards, not only to the community but to the volunteer as well. "I can say volunteering has helped me grow as a person," a young New Jersey volunteer said. In 1996 a report from the National Association of Secondary School Principals recommended that high school students receive academic credit for community service. Some people have even suggested that volunteer work be required for high school graduation.

Like Anne in Florida who helped the American Red Cross deliver aid to hurricane victims, or Ramiro in San Francisco who organized the planting of a vegetable garden to aid a homeless shelter, you too can make a difference by volunteering your time. Start small—visit a nursing home, help clean up a beach or park, run a race for your favorite cause, or campaign for a political candidate. These are some of the many ways that you can put your citizenship into action.

### What Do You Think?



1. Why do you think many of the country's young people volunteer their time to a special cause?
2. Do you think that high school students should receive academic credit for their volunteer work? Why or why not?

would like to have, to pursue higher education or not, to live where they like, and to associate with others as they please.

The right to make one's own choices also carries responsibilities. One of the most important responsibilities is learning about candidates and issues in order to make educated voting decisions. People also have a responsibility to respect the rights and freedoms of others.

Ideally, participation in government teaches people to adopt a broader point of view and consider more than just their own concerns. By applying these lessons to the tasks of self-government, people will hopefully make decisions that promote the public good. Besides, in a democracy, government decisions will require the agreement of others. Political arguments that reflect only the self-interests of a small group generally will not succeed unless they appeal to the interests of people outside the group.

Thus, an organization whose goals ignore the needs and wants of others will probably have a hard time getting votes for its proposals. For example, a group that backs a policy of allowing developers to build houses in the Grand Canyon would probably not gain much support. People

who enjoy the beauty of the canyon would oppose such development.

**Recognizing Individual Worth** By allowing all citizens to participate in governing, democracy promotes the value of every human being. In a democracy, the views of each person—regardless of wealth, race, gender, or position in life—should be considered and valued.

Ideally, democracy promotes equality by giving all citizens the chance to participate fully in society. Equality of opportunity, however, does not mean equality of results. Rather, in a democracy all people are allowed equal opportunity to take risks and to succeed or fail on their own merits. Democracy thus allows people to take personal responsibility for their successes and failures.

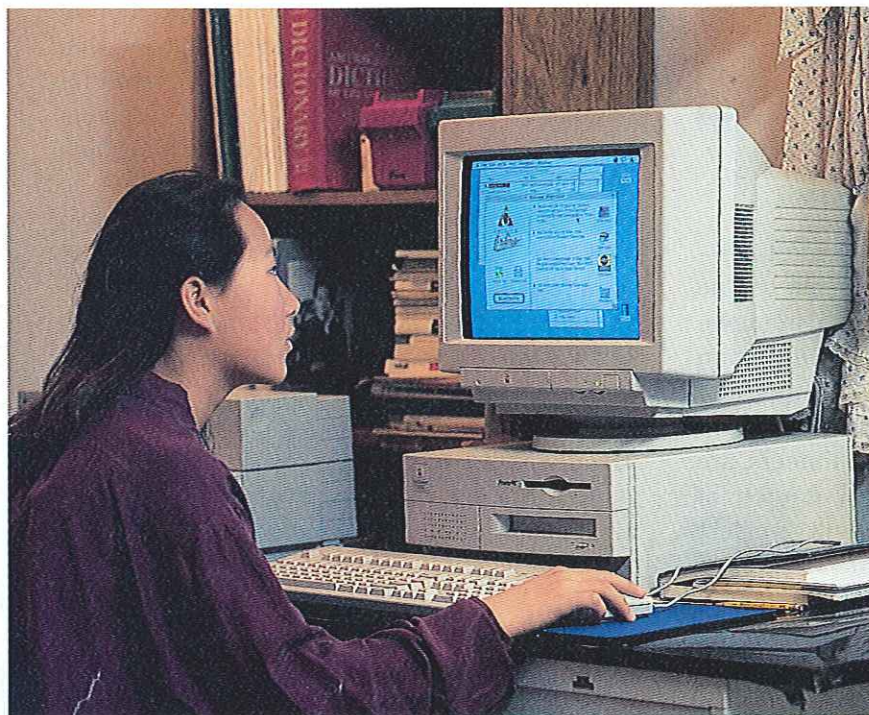
**Promoting Respect for Law** If citizens participate in government, they generally are more likely to respect its laws than if the laws are simply forced upon them. How can citizens participate in making the laws that govern them? In the United States, citizens can speak at city council and other local government meetings. They can write to their representatives. You can participate

in making rules that govern you by attending meetings of the student council and the school board, for instance.

Ideally, democracy also gives people the right to challenge the fairness of a law. A citizen who happens to disagree with a law may organize other citizens to try to change it. All people in a democracy, however, have a responsibility to obey the laws that are established by government. If citizens ignored laws they did not like, or if government simply did not establish laws to maintain order in society, the result would be **anarchy**—a state of political disorder resulting from the absence of rules or government.

### **Protecting Minority Rights**

Most decisions in a democracy are made by majority rule.



**CITIZENSHIP** *The Internet is an excellent resource for keeping informed about political candidates and issues. What are some other ways that citizens can remain informed about their government?*

**Majority rule** occurs when decisions are based on the desire of more than half of the membership of a group. One of the ways that citizens in a democracy express what they want from government is by voting. Decisions are then based on the desires of the voters.

In its ideal form, democracy also protects the rights of the minority. **Minority rights** are political rights that cannot be abolished in a democracy even though they are held by less than half of the population. These rights include freedom to attend a particular place of worship even if most people attend another. In addition, all citizens have the right to express their opinions even if their views are not popular.

Those in the majority have a responsibility to respect the views of the minority, even if they do not agree with them. Democracy encourages a respect for individual worth that makes it more likely that this responsibility will be recognized.

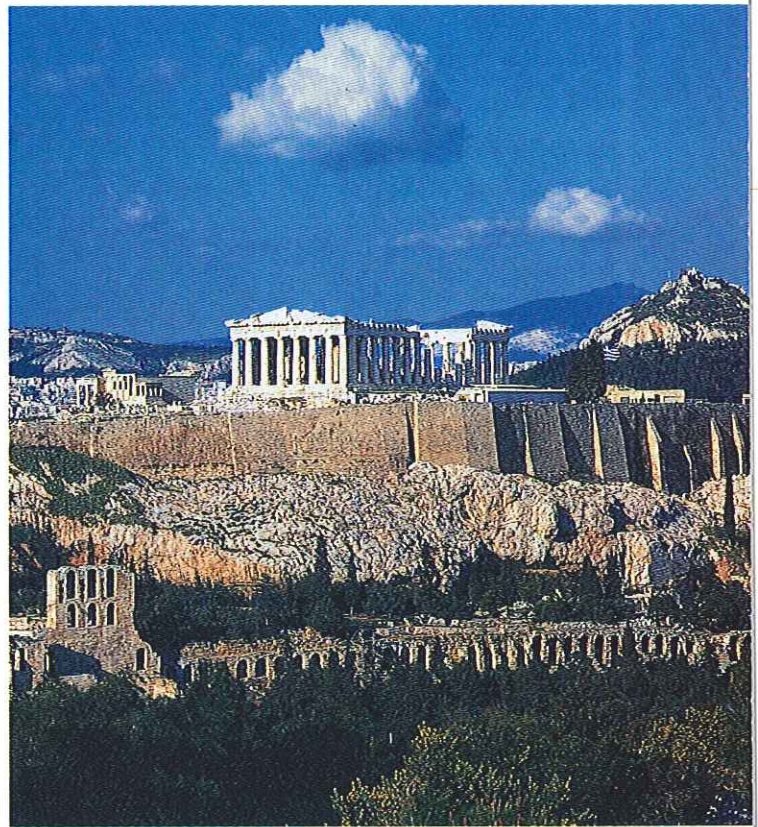
**Promoting the Public Good** If all citizens participate in government, decisions likely will better promote the public good than if decisions are left to just a few people. Why? Remember that the public good is best served through policies that address a wide variety of society's concerns rather than just a few. Because democracy allows citizens to participate in the political processes that lead to decisions, more ideas and points of view are considered. Democracy thus serves the public good because it allows citizens to make informed decisions about which public policies are best for them.

## Forms of Democracy

Although all democracies are based on these principles, not all democracies work the same way. There are two types of democracy: direct and representative.

**Direct Democracy** Systems in which laws may be made directly by all citizens are called **direct democracies**. Town hall meetings held in some parts of the United States, in which citizens of a town gather to vote on community matters, are an example of direct democracy.

You might be part of a direct democracy. Are you a member of a club? Perhaps you and all the other students in your school voted on the theme for a dance or the destination for a field trip. If so, you have participated in a direct democracy.



**POLITICAL FOUNDATIONS** *The Acropolis is a hilltop in Athens, Greece, upon which Athenians built their main religious and government buildings during the 400s B.C. How is the political system of ancient Greece reflected in the U.S. political system?*

## CASE STUDY

### The Greek Polis

**POLITICAL FOUNDATIONS** The roots of direct democracy reach back for centuries to ancient Greece. Ancient Greece had a well-developed political system that, by the 700s B.C., was centered around the polis. The polis, commonly translated as “city-state,” was made up of a town or city and its surrounding countryside. Athens and Sparta were among the most important of the ancient Greek city-states.

The polis typically was ruled by an oligarchy of wealthy citizens. However, all citizens, which included only free (nonslaved) males, were expected to participate actively in the government of the polis.



By the 500s B.C. some city-states had begun to move away from rule by oligarchies. Despite the fact that free males were still the only group to be considered citizens, important democratic changes began to take place.

Athenian direct democracy reached its height in the 400s B.C. All Athenian citizens formed the popular assembly. A Council of Five Hundred, chosen by a drawing from among all citizens, ran the daily business of government. The assembly, however, in which all citizens had the right to vote, had the real power to decide domestic and foreign matters.



**PRINCIPLES OF DEMOCRACY** In a representative democracy, people elect leaders to make public policies. Here, citizens vote in a presidential election. Who makes public policies in a direct democracy?

**Representative Democracy** It is not always practical for public policies to be made directly by the people. This is particularly true in countries with millions—or, as in the case of the

United States, hundreds of millions—of citizens. Most people agree that direct voting on every single law would be difficult if not impossible. Thus, in **representative democracies** such as the United States, the people elect representatives to conduct the business of government for them.

Unlike in dictatorships and other authoritarian forms of government, in representative democracies, government officials answer to the voters. If voters believe that government officials have not acted to promote the public good, they may vote those officials out of office and replace them with other representatives.

### SECTION 3

## REVIEW

1. Define the following terms: anarchy, majority rule, minority rights, direct democracy, representative democracy.
2. What five broad principles does democracy promote? Give an example of how each democratic principle affects you personally.
3. How does democracy protect the rights of the minority?
4. How are town hall meetings examples of direct democracy? How is the national government of the United States an example of representative democracy?

### 5. Thinking and Writing Critically

In what ways do you think modern technology might make direct democracy more practical in the United States? Provide some examples that support your answer.

### 6. Applying CITIZENSHIP

One way for you to participate in government is to write to your legislators about issues that concern you. Think about some of the issues of concern to your community or to your school. How do these issues affect you? Write a brief letter explaining your concerns to your congressman.

**SECTION 1**

Government is an institution with the power to make and enforce rules and regulations for a group of people. These rules apply to everyone who lives within the political unit, or state, over which the government has authority. The authority that a government has over the members of a state is called sovereignty. The rules that sovereign states establish for their societies are called laws. The collection of laws and policies that a government makes is referred to as public policy.

Some philosophers have said that rulers—typically kings and queens—receive their authority to govern from God. Others have said that government receives its power from the people it governs and that government should protect the natural rights of citizens. This authority or power is called legitimacy.

Government performs a variety of functions. Included in these are maintaining social order, providing services to people who cannot easily provide for themselves, working to resolve conflict through compromise, and promoting common values shared by society. Good government also works for policies that serve the public good, or public interest.

**SECTION 2**

Governments differ in their sources of authority and in how power is shared among and within national, regional, and local levels. Forms of government include monarchies, democratic republics, and dictatorships. Monarchs achieve their positions by birth. In democratic republics, authority comes from the people. In dictatorships, one person or a small group of people relies on a combination of political power, military power, wealth, and/or social position to rule.

A government may be a unitary, federal, or confederal system. The power of the central government in relation to other levels of government differs in each system. In a unitary system, the national, or central, government holds all legal power. In a federal system,

powers are divided among national, state, and local governments. In a confederal system, independent states join together to accomplish common goals.

Just as power may be distributed among levels of government, power within a single level of government also may be divided. The relationship between the branches of government may take one of two basic forms: presidential systems and parliamentary systems. In a presidential system, the legislative branch, which makes the law, and the executive branch, which carries out the law, are independent of each other. The executive branch is usually headed by a president, who is chosen independently of the legislature. In a parliamentary system, the chief executive, often called a prime minister or premier, is chosen by the parliament, or legislature.

**SECTION 3**

The five principles of democracy give people the opportunity to make choices, recognize the worth of each person, promote respect for the law, protect minority rights, and make policies that serve the public good.

There are two types of democracy: direct and representative. In a direct democracy, all citizens may directly make laws. In a representative democracy, the people elect representatives to conduct the government's business.

**Government Notebook**

Review what you wrote in your Government Notebook at the beginning of this chapter about the purpose of government. Now that you have studied the chapter, how would you revise your answer? How well do you think government in the United States carries out its functions? Record your answers in your Notebook.

## REVIEW

### REVIEWING CONCEPTS

1. How is government authority distributed in unitary, federal, and confederal systems?
2. What are the major functions of government? Which do you consider most important? Why?
3. Why is it important that democracy gives people the opportunity to make choices? Does equality of opportunity mean the same thing as equality of results? Why or why not?
4. What is the difference between direct democracy and representative democracy?
5. How do monarchies and dictatorships differ from democratic republics? Do monarchs of all countries have the same authority? Explain your answer.

### THINKING AND WRITING CRITICALLY



1. **POLITICAL FOUNDATIONS** Read the U.S. Declaration of Independence on page 562 of this textbook. In what ways does the Declaration of Independence reflect John Locke's argument of a social contract between government and the people? Provide specific examples from the Declaration to support your position.
2. **POLITICAL PROCESSES** Recall the differences between presidential and parliamentary systems. In which system does the legislative branch choose the chief executive of government? How is the chief executive (the president) chosen in the United States? Do you think the influence of voters is stronger in one system compared to the other? Explain your answer.
3. **CITIZENSHIP** Recall the discussion in Section 1 of the functions of government. What role do

you think citizens should play in helping government fulfill each of its functions?

4. **PUBLIC GOOD** In your own words, explain what the term *public good* means. How do you think government can promote the public good?

### CITIZENSHIP IN YOUR COMMUNITY



Many communities have citizens' organizations that try to influence government decisions on particular issues. Such organizations include people concerned about senior citizens' issues, the environment, and taxes. Interview a member of one such group about the group's history, purpose, and activities. Use the information you collect to create a brochure about the group. You might want to use images of the group's activities to highlight the brochure's important points.

### INDIVIDUAL PORTFOLIO PROJECT



Imagine that you have been appointed U.S. ambassador to a country whose people only recently have overthrown an authoritarian government. You have been invited to give a speech to representatives of the country who are trying to set up a new government. The country has had little experience with democracy, having been ruled for most of its history by dictators. Your job is to describe the benefits and challenges of democracy, using the United States as an example. To prepare your speech, you should consider several questions. Why has democracy worked so well in the United States? What will democracy provide the country's citizens that authoritarian governments did not? What will

be required of citizens to make democracy work in their country? Your speech should last about five minutes.

## PRACTICING SKILLS: CONDUCTING RESEARCH



To conduct research, you need to use multiple sources. To learn more about dictatorships, start with your textbook. Look up the definition in the Glossary and write it down on a sheet of paper. Then use the Index to find other chapters that discuss this topic. Take notes on the information you find.

To find more information about dictatorships, visit your school or public library. You may want to use the card catalog to find sources containing specific information. Continue taking notes while you work. After you have gathered enough information, write a two- to three-paragraph report defining *dictatorship* and describing how this system of government differs from a democracy.

## THE INTERNET: LEARNING ONLINE



Can the Internet help promote democracy? Conduct an Internet search for government discussion groups. You might start with search words such as *government* and *democracy*. What topics are being discussed? Are individuals expressing their opinions, working with others, or calling for action? Write a paragraph explaining why you think the Internet either expands democracy or has no effect on it. Below your paragraph, include a list of each discussion group you visited in your search.

## ANALYZING PRIMARY SOURCES



### LEVIATHAN

English philosopher Thomas Hobbes (1588–1679) developed theories on the necessity and purpose of government. In *Leviathan* (1651), he describes a world without government (the “condition” mentioned below). Read the excerpt from *Leviathan* and answer the questions that follow.

“In such condition there is no place for industry, because the fruit thereof is uncertain; and consequently no culture of the earth; no navigation nor use of the commodities that may be imported by sea; no commodious [comfortable] building; no instruments of moving and removing such things as require much force; no knowledge of the face of the earth; no account of time; no arts; no letters [literature]; no society; and, which is worst of all, continual fear and danger of violent death; and the life of man solitary, poor, nasty, brutish, and short. . . .

To this war of every man against every man, this also is consequent [following as a result]: that nothing can be unjust. The notions of right and wrong, justice and injustice, have there no place. Where there is no common power, there is no law: where no law, no injustice. Force and fraud are in war the two cardinal [main] virtues. Justice and injustice are none of the faculties [abilities] neither of the body, nor mind. . . . They are qualities that relate to men in society, not in solitude. It is consequent also to the same condition that there be no propriety [proper way of doing things], no dominion [rule], no mine and thine distinct; but only that to be every man's, that he can get, and for so long, as he can keep it. And thus much for the ill condition which man by mere nature is actually placed in, though with a possibility to come out of it consisting partly in the passions, partly in his reason.

The passions that incline men to peace are fear of death, desire of such things as are necessary to commodious living, and a hope by their industry to obtain them. And reason suggesteth convenient articles of peace, upon which men may be drawn to agreement.”

1. According to Hobbes, what does organized society provide? How do these provisions benefit the people in the society?
2. What passions “incline men to peace”?
3. Would a world without government be as Hobbes describes it? Explain.