

THE CANADIAN POLITY

A COMPARATIVE INTRODUCTION

FOURTH EDITION



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PREFACE TO THE FOURTH EDITION

To the casual observer, the pace of Canadian politics might seem to be inexorably slow. However, to an author, the pace seems to resemble a downhill racer out of control. Even before the ink on the manuscript of one edition is dry, the revision process becomes necessary again. Thus, the fourth edition of *The Canadian Polity* seeks to make the coverage of recent political events as current as possible. Throughout, we have updated examples and have expanded the theoretical material. At the request of a number of users, more extensive recommended reading lists have been presented. Finally, quotations, tables, and cartoons have been included in each chapter to increase student interest, as well as to expand on and illustrate the material in the text.

The enthusiastic reception of the first three editions of *The Canadian Polity*, by both students and instructors, has been most gratifying. Many have taken the time and effort to offer suggestions for this new edition, and many of their ideas have been incorporated. In response to both reviewers' and users' suggestions, some restructuring of the text has been made in this edition. While the basic structure of the text remains in place, the following major changes have been made. Chapter 14 of the third edition has been deleted, with the material on the 1982 Constitution Act now incorporated into the chapters on the constitution (Chapter 3) and the judiciary (Chapter 7). Chapter 12 of the third edition has also been deleted, with the material on political socialization incorporated into the chapter on political culture (Chapter 8) and the discussion on voting behaviour added to the chapter on the electoral process (Chapter 9). In addition, the order of presentation of several of the chapters in Part Three has been altered.

The assumption of this textbook is that the study of the politics of one's own country should be an exciting experience, for politics and government determine not only our present condition, but our future survival. To that end we have sought to provide an interesting examination of how the Canadian political system operates. We begin with an overview of the nature of government and politics (Part One), proceed to a consideration of basic political institutions (Part Two), investigate political processes and political behaviour (Part Three), and conclude with an assessment of the workings of the Canadian polity (Part Four). In considering such topics, we seek to introduce the student to three main areas of investigation: first, the nature of political analysis; second, the fundamentals of Canadian government; and third, the study of comparative government. These three goals are intertwined throughout the text and should be borne in mind by students as they read the various chapters.

Several suggestions concerning the use of this text may be helpful before proceeding. Each chapter opens with one or more quotations which express that chapter's main theme. Upon completion of each unit, the student should return to these opening ideas and think about them. Second, at the end of each chapter

there is a list of recommended readings. These items include several of the most important classic works on each topic, along with more current publications. Except in a few cases, these works should be accessible in most university libraries and should prove intellectually rewarding for the beginning student. Finally, a footnote style different from what you may be used to is employed throughout the text. Instead of footnote numbers with references at the bottom of the page or at the end of the chapter or book, relevant bibliographical information is included in the body of the text itself. The first item refers to the author's last name, the second to the year of publication of the work cited, and the third to the page number, if the reference is to a particular passage. This format does not break the reader's train of thought, but allows him or her to see immediately whose work is being quoted. Full reference information for each item cited is contained in the bibliography at the end of the book. For major historical works, the original date of publication is given in the text, with both the original and later edition dates included in the bibliography.

Since each instructor probably has a particular way of structuring the introductory course, no order of chapters is likely to satisfy everyone. We have tried to make each chapter a self-contained unit, so that the instructor might rearrange the order in Parts Two and Three without seriously hampering the flow of analysis. Each chapter in Parts Two and Three begins with a brief introduction and consideration of basic concepts relating to the specific topic, applies these ideas to the Canadian, British, and American polities, and ends with a look at the key areas for comparing how the various political institutions and processes operate. A point-form summary and list of recommended readings is also provided for Chapters 1 through 12. This structure should allow the smooth incorporation of a discussion of any other countries of particular interest to an instructor through the use of lecture material.

The ideological bias of the author is that of a liberal-democrat. A variety of approaches are utilized throughout the text, including historical, institutional, and behavioural perspectives.

Any suggestions or comments concerning this text would be most appreciated by the author, especially those that might be incorporated into future editions. Please send your views to the Political Science Department, Saint Mary's University, Halifax, Nova Scotia, Canada, B3H 3C3.

Ronald G. Landes
St. Mary's University, 1995

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In writing any textbook, an author quickly realizes how much he depends on others. Over the years, numerous teachers, students, and researchers have contributed in their own way to *The Canadian Polity*. Their help is hereby gratefully acknowledged.

Others have also been essential in the development of the four editions of this work. Saint Mary's University aided in a number of ways, in particular, by granting a sabbatical leave in 1979–80, during which time this book began to take shape. For the first edition, Laurie Wheeler, political science secretary, managed to turn handwritten scrawls into a first-draft manuscript. The wizardry of Shirley Buckler and Sharon Whitefield on the word processor artfully transformed numerous revisions into a finished manuscript. For the second edition, Laurie Jonah typed the manuscript in its initial stages, while Cathy Lane handled the numerous revisions which produced a final product. Most of the work for the third edition was completed while on sabbatical leave during 1988–89. Once again, Cathy Lane handled the word processing task; to her much credit should be given. For the fourth edition, Angela Boutilier deserves special mention for her dedicated work. Several friends provided helpful comments and encouragement throughout the various editions; particular thanks are owed to Peter Dale and Don Naulls. Finally, I also wish to thank the following reviewers for their helpful and informed comments: Gerry Boychuck, Queen's University; Tom Chambers, Canadore College; William Christian, University of Guelph; Agar Adamson, Acadia University; Elizabeth Smythe, Concordia College; Enda Keeble, Saint Mary's University; and Martin Westmacott, University of Western Ontario.

Various individuals at Prentice Hall have been essential to the completion of this project. Along with Prentice Hall's then local representative, Don Blair, the late Frank Hintenberger signed the book in December of 1980. Cliff Newman and Marta Tomins guided the manuscript throughout its first two editions. For the third edition, particular thanks should be given to Pat Ferrier and his staff. The current edition owes much to the following people at Prentice Hall: Michael Bickerstaff, Linda Gorman, Valerie Adams, Jean Ferrier, and Theresa Thomas.

Finally, recognition must be given to my loving family, without whose cooperation this project would not have been possible. Somehow, my family has managed to endure all four editions of this book — and to them it is, once again, lovingly dedicated.

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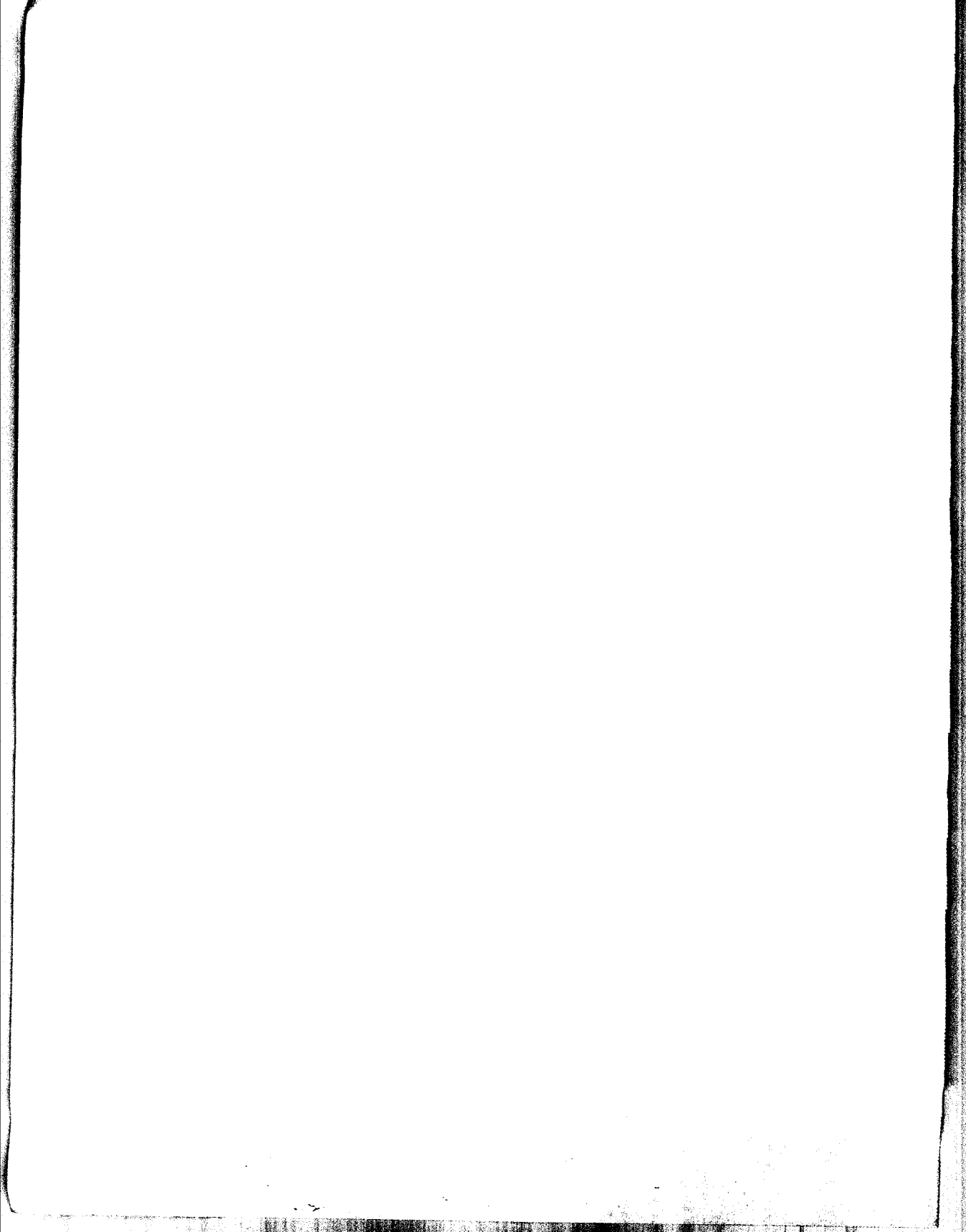
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PART 1

The Nature of Government and Politics





The overall responsibility of power is to govern as reasonably as possible in the interest of the state and its citizens. A duty in that process is to keep well-informed, to heed information, to keep mind and judgment open and to resist the insidious spell of wooden-headedness. If the mind is open enough to perceive that a given policy is harming rather than serving self-interest, and self-confident enough to acknowledge it, and wise enough to reverse it, that is a summit in the art of government (Tuchman, 1984: 32).

Technology and civilization may be the necessary condition for human welfare; they are not a sufficient one. The missing element is the nature of the polity (Finer, 1983: 4).

To put it in simplest terms, politics defines what people want; government decides what they get. For democracy to work, government must respond to politics (Shogan, 1982: 5).