

## Politics as a Vocation, Max Weber [1919] (*extract*)

This lecture, which I give at your request, will necessarily disappoint you in a number of ways. You will naturally expect me to take a position on actual problems of the day. But that will be the case only in a purely formal way and toward the end, when I shall raise certain questions concerning the significance of political action in the whole way of life. In today's lecture, all questions that refer to what policy and what content one should give one's political activity must be eliminated. For such questions have nothing to do with the general question of what politics as a vocation means and what it can mean. Now to our subject matter.

What do we understand by politics? The concept is extremely broad and comprises any kind of independent leadership in action. One speaks of the currency policy of the banks, of the discounting policy of the Reichsbank, of the strike policy of a trade union; one may speak of the educational policy of a municipality or a township, of the policy of the president of a voluntary association, and, finally, even of the policy of a prudent wife who seeks to guide her husband. Tonight, our reflections are, of course, not based upon such a broad concept. We wish to understand by politics only the leadership, or the influencing of the leadership, of a political association, hence today, of a state.

But what is a 'political' association from the sociological point of view? What is a 'state'? Sociologically, the state cannot be defined in terms of its ends. There is scarcely any task that some political association has not taken in hand, and there is no task that one could say has always been exclusive and peculiar to those associations which are designated as political ones: today the state, or historically, those associations which have been the predecessors of the modern state. Ultimately, one can define the modern state sociologically only in terms of the specific means peculiar to it, as to every political association, namely, the use of physical force.

'Every state is founded on force,' said Trotsky at Brest-Litovsk. That is indeed right. If no social institutions existed which knew the use of violence, then the concept of 'state' would be eliminated, and a condition would emerge that could be designated as 'anarchy,' in the specific sense of this word. Of course, force is certainly not the normal or the only means of the state--nobody says that--but force is a means specific to the state. Today the relation between the state and violence is an especially intimate one. In the past, the most varied institutions--beginning with the sib--have known the use of physical force as quite normal.

Today, however, we have to say that a state is a human community that (successfully) claims the monopoly of the legitimate use of physical force within a given territory. Note that 'territory' is one of the characteristics of the state. Specifically, at the present time, the right to use physical force is ascribed to other institutions or to individuals only to the extent to which the state permits it. The state is considered the sole source of the 'right' to use violence. Hence, 'politics' for us means striving to share power or striving to influence the distribution of power, either among states or among groups within a state.

This corresponds essentially to ordinary usage. When a question is said to be a 'political' question, when a cabinet minister or an official is said to be a 'political' official, or when a decision is said to be 'politically' determined, what is always meant is that interests in the distribution, maintenance, or transfer of power are decisive for answering the questions and determining the decision or the official's sphere of activity. He who is active in politics strives for power either as a means in serving other aims, ideal or egoistic, or as 'power for power's sake,' that is, in order to enjoy the prestige feeling that power gives.

Like the political institutions historically preceding it, the state is a relation of men dominating men, a relation supported by means of legitimate (i.e. considered to be legitimate) violence. If the state is to exist, the dominated must obey the authority claimed by the powers that be. When and why do men obey? Upon what inner justifications and upon what external means does this domination rest?

To begin with, in principle, there are three inner justifications, hence basic legitimations of domination. First, the authority of the 'eternal yesterday,' i.e. of the mores sanctified through the unimaginably ancient recognition and habitual orientation to conform. This is 'traditional' domination exercised by the patriarch and the patrimonial prince of yore.

There is the authority of the extraordinary and personal gift of grace (charisma), the absolutely personal devotion and personal confidence in revelation, heroism, or other qualities of individual leadership. This is 'charismatic' domination, as exercised by the prophet or—in the field of politics—by the elected war lord, the plebiscitarian ruler, the great demagogue, or the political party leader.

Finally, there is domination by virtue of 'legality,' by virtue of the belief in the validity of legal statute and functional 'competence' based on rationally created rules. In this case, obedience is expected in discharging statutory obligations. This is domination as exercised by the modern 'servant of the state' and by all those bearers of power who in this respect resemble him. It is understood that, in reality, obedience is determined by highly robust motives of fear and hope—fear of the vengeance of magical powers or of the power-holder, hope for reward in this world or in the beyond— and besides all this, by interests of the most varied sort. Of this we shall speak presently. However, in asking for the 'legitimations' of this obedience, one meets with these three 'pure' types: 'traditional,' 'charismatic,' and 'legal.'

These conceptions of legitimacy and their inner justifications are of very great significance for the structure of domination. To be sure, the pure types are rarely found in reality. But today we cannot deal with the highly complex variant, transitions, and combinations of these pure types, which problems belong to 'political science.' Here we are interested above all in the second of these types: domination by virtue of the devotion of those who obey the purely personal 'charisma' of the 'leader.' For this is the root of the idea of a calling in its highest expression.

Devotion to the charisma of the prophet, or the leader in war, or to the great demagogue in the ecclesia or in parliament, means that the leader is personally recognized as the innerly 'called' leader of men. Men do not obey him by virtue of tradition or statute, but because they believe in him. If he is more than a narrow and vain upstart of the moment, the leader lives for his cause and 'strives for his work.' The devotion of his disciples, his followers, his personal party friends is oriented to his person and to its qualities. Charismatic leadership has emerged in all places and in all historical epochs. Most importantly in the past, it has emerged in the two figures of the magician and the prophet on the one hand, and in the elected war lord, the gang leader and condottiere on the other hand.

Political leadership in the form of the free 'demagogue' who grew from the soil of the city state is of greater concern to us; like the city state, the demagogue is peculiar to the Occident and especially to Mediterranean culture. Furthermore, political leadership in the form of the parliamentary 'party leader' has grown on the soil of the constitutional state, which is also indigenous only to the Occident.

These politicians by virtue of a 'calling,' in the most genuine sense of the word, are of course nowhere the only decisive figures in the cross-currents of the political struggle for power. The sort of auxiliary means that are at their disposal is also highly decisive. How do the politically dominant

powers manage to maintain their domination? The question pertains to any kind of domination, hence also to political domination in all its forms, traditional as well as legal and charismatic. Organized domination, which calls for continuous administration, requires that human conduct be conditioned to obedience towards those masters who claim to be the bearers of legitimate power. On the other hand, by virtue of this obedience, organized domination requires the control of those material goods which in a given case are necessary for the use of physical violence. Thus, organized domination requires control of the personal executive staff and the material implements of administration.

The administrative staff, which externally represents the organization of political domination, is, of course, like any other organization, bound by obedience to the power-holder and not alone by the concept of legitimacy, of which we have just spoken. There are two other means, both of which appeal to personal interests: material reward and social honour. The fiefs of vassals, the prebends of patrimonial officials, the salaries of modern civil servants, the honour of knights, the privileges of estates, and the honour of the civil servant comprise their respective wages. The fear of losing them is the final and decisive basis for solidarity between the executive staff and the power-holder. There is honour and booty for the followers in war; for the demagogue's following, there are 'spoils'--that is, exploitation of the dominated through the monopolization of office--and there are politically determined profits and premiums of vanity. All of these rewards are also derived from the domination exercised by a charismatic leader.

To maintain a dominion by force, certain material goods are required, just as with an economic organization. All states may be classified according to whether they rest on the principle that the staff of men themselves own the administrative means, or whether the staff is 'separated' from these means of administration. This distinction holds in the same sense in which today we say that the salaried employee and the proletarian in the capitalistic enterprise are 'separated' from the material means of production. The power-holder must be able to count on the obedience of the staff members, officials, or whoever else they may be. The administrative means may consist of money, building, war material, vehicles, horses, or whatnot. The question is whether or not the power-holder himself directs and organizes the administration while delegating executive power to personal servants, hired officials, or personal favourites and confidants, who are non-owners, i.e. who do not use the material means of administration in their own right but are directed by the lord. The distinction runs through all administrative organizations of the past.

These political associations in which the material means of administration are autonomously controlled, wholly or partly, by the dependent administrative staff may be called associations organized in 'estates.' The vassal in the feudal association, for instance, paid out of his own pocket for the administration and judicature of the district enfeoffed to him. He supplied his own equipment and provisions for war, and his sub vassals did likewise. Of course, this had consequences for the lord's position of power, which only rested upon a relation of personal faith and upon the fact that the legitimacy of his possession of the fief and the social honour of the vassal were derived from the overlord.

However, everywhere, reaching back to the earliest political formations, we also find the lord himself directing the administration. He seeks to take the administration into his own hands by having men personally dependent upon him: slaves, household officials, attendants, personal 'favourites,' and prebendaries enfeoffed in kind or in money from his magazines. He seeks to defray the expenses from his own pocket, from the revenues of his patrimonium; and he seeks to create an army which is dependent upon him personally because it is equipped and provisioned out of his granaries, magazines, and armories.

In the association of 'estates,' the lord rules with the aid of an autonomous 'aristocracy' and hence shares his domination with it; the lord who personally administers is supported either by members of his household or by plebeians. These are property less strata having no social honour of their own; materially, they are completely chained to him and are not backed up by any competing power of their own. All forms of patriarchal and patrimonial domination, Sultanist despotism, and bureaucratic states belong to this latter type. The bureaucratic state order is especially important; in its most rational development, it is precisely characteristic of the modern state.

Everywhere the development of the modern state is initiated through the action of the prince. He paves the way for the expropriation of the autonomous and 'private' bearers of executive power who stand beside him, of those who in their own right possess the means of administration, warfare, and financial organization, as well as politically usable goods of all sorts. The whole process is a complete parallel to the development of the capitalist enterprise through gradual expropriation of the independent producers. In the end, the modern state controls the total means of political organization, which actually come together under a single head. No single official personally owns the money he pays out, or the buildings, stores, tools, and war machines he controls. In the contemporary 'state'—and this is essential for the concept of state—the 'separation' of the administrative staff, of the administrative officials, and of the workers from the material means of administrative organization is completed. Here the most modern development begins, and we see with our own eyes the attempt to inaugurate the expropriation of this expropriator of the political means, and therewith of political power.

The revolution [of Germany, 1918] has accomplished, at least in so far as leaders have taken the place of the statutory authorities, this much: the leaders, through usurpation or election, have attained control over the political staff and the apparatus of material goods; and they deduce their legitimacy—no matter with what right—from the will of the governed. Whether the leaders, on the basis of this at least apparent success, can rightfully entertain the hope of also carrying through the expropriation within the capitalist enterprises is a different question. The direction of capitalist enterprises, despite far-reaching analogies, follows quite different laws than those of political administration.

Today we do not take a stand on this question. I state only the purely conceptual aspect for our consideration: the modern state is a compulsory association which organizes domination. It has been successful in seeking to monopolize the legitimate use of physical force as a means of domination within a territory. To this end the state has combined the material means of organization in the hands of its leaders, and it has expropriated all autonomous functionaries of estates who formerly controlled these means in their own right. The state has taken their positions and now stands in the top place.