



Newsletter of Politics & History
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FROM THE PRESIDENT

*The Politics of Professional Political Science:
 Getting a Paper Proposal Accepted*

Ian S. Lustick, University of Pennsylvania

In my first Message from the President, published in the Fall/Winter 1998/99 issue of *Clio*, I indulged my own strong interest in applications of complexity and evolutionary theory, and in techniques of agent-based modeling, to suggest their importance for political scientists engaged with historical materials and problems. In this my second, and last, opportunity to speak so prominently to the members of the Politics and History section, I am shifting gears from the scientific side of what we do as scholars to the political. Specifically I want to share some of my thoughts about how to act effectively to advance one's work and attract attention to it in the profession.

I do not offer this advice because I think I have been particularly successful, though one piece of advice I do offer is that no matter how successful you are, almost certainly you are going to feel that your work is neither sufficiently read nor sufficiently appreciated. And these feelings arise in most of us with

particular intensity at APSA annual meetings. That is why it is particularly important to feel that, at least within the section or sections with which we affiliate, we are valued, that there are people interested in our work, and that there are opportunities for us to publicly share our work with colleagues.

Yet many of our members, including the very substantial number of graduate students in our ranks, do not feel as included or as fully empowered as members of the section, or as participants in the annual meeting, as they should, or at least could, feel. One big reason for this is that information about how one actually does get to participate on a panel, or appear in a poster session, is very unevenly distributed. As anyone who has ever served as a program chair for a section of the annual meeting knows, as the deadline for submission approaches, the quantity of proposals that floods into one's mailbox, email account, and fax machine is simply overwhelming. The ratio of available opportunities to interesting paper proposals ensures that the sheer intellectual promise of a proposal will not be the most important criterion determining its acceptance or rejection, that many fully acceptable and exciting papers won't be accepted, and that many duds will be. We have been fortunate in our section to have



POLITICS & HISTORY

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We welcome and encourage letters and submissions, especially for Book Notes and Work in Progress.

The deadline for Spring/Summer issue submissions is March 1. The deadline for submissions for the Fall/Winter issue is October 15. Please send all correspondence to:

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From the Editor

In this issue, Keith Whittington invites readers to reflect on the identity of the Politics and History section. American Political Development self-consciously "brought the state back in" and reinvigorated the study of institutions in political analysis. In its early years, Whittington argues, APD seemed united by a common analytical and theoretical interest. More recently, though, APD has fragmented. As he puts it, much of the discipline has now embraced the concern with institutions that once distinguished those interested in American political history. Moreover, if APD began as an effort to occupy one of Gabriel Almond's tables in the discipline of political science, has it since internalized the many perspectives that mark political science more generally? Does APD still have a common project and a distinct perspective, or are there many conversations at separate APD tables sharing only a common historical data set? Readers are encouraged to address these questions by submitting their reactions to Whittington's argument for publication in the next issue of *Clio*.

Section members will find an exciting and full Politics and History program offered at the 1999 American Political Science Association meetings. Section co-chairs Gretchen Ritter and Andrew Polsky have put together a provocative set of panels. Members are urged to attend the business meeting on Friday at 5:30, and the reception following at 6:30. In addition, Eileen McDonagh, Gretchen Ritter and Carol Nackenoff have put together a very interesting short course (see the following page) on gender, political representation and civic identity.

The Department of Political Science at the University of Missouri - St. Louis has provided *Clio* yet another year of substantial in-kind support. We especially thank Lana Vierdag for her efforts in shaping up *Journalscan*. This year's Managing Editor, Nancy Langley, has done a great job under circumstances that often were trying. Nancy oversaw the expansion of *Clio* in volume 9 to its largest number of pages. Nancy went above and beyond the call of duty to help transfer the website to the H-Net group at Michigan State University, and to do a thorough updating of the site. The section is indebted to Nancy for this work, as it is indebted to Scott James for the enormous investment he put into the original design of the site.

The *Politics & History* web site has been relocated to the H-Net server at:

<http://www.h-net.msu.edu/~apsaph/>

Short Course: Gender, Political Representation and Civic Identity

This short course is jointly sponsored by the "Women and Politics" and the "Politics and History" Divisions of the APSA. It will use historical and analytical approaches to explore the relationship between gender and the construction of political representation and civic identity. The causes and consequences of gendered political regimes and institutions will be examined from a wide range of feminist perspectives, including social movements, maternalist welfare state policies, and the incorporation of women as full citizens possessing the right to vote and hold office.

The emphasis will be on the United States in the context of theories and models of American political development, but cross-national comparisons will be included where possible.

The course will be given in the afternoon session for short courses sponsored by the APSA on Wednesday, Sept 1.

Registration fees: \$35 for faculty; \$15 for students; \$10 for receipt of xerox materials ONLY.

Those interested should contact the following organizers of the Short Course:

Eileen McDonagh
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Northeastern University
Boston, MA 02115
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fax: 617-496-3993
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Dept of Government
Burdine Hall 536
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Austin Austin, TX 78712

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Applicants should include a short statement about their research and teaching interests along with their name, address, and email address. Checks should be made out to either the Women and Politics Division or the Politics and History Division. Due to space constraints, participation necessarily will be limited, but applications will be considered in the order in which they are received.

Politics & History Section Officers' Nominees

The Nominating Committee for section officers for 1999-2000 was chaired by Margaret Weir (University of California-Berkeley), and included Suzanne Mettler (Syracuse University), Christopher Howard (College of William and Mary), and Sven Steinmo (University of Colorado, Boulder). The committee's nominees are:

President: **James Morone** (*Brown University*)

New Council Members:

Gretchen Ritter (*University of Texas, Austin*)

Robert Lieberman (*Columbia University*)

Eric Schickler (*University of California, Berkeley*)

Sheri Berman (*Princeton University*)

Section by-laws provide for challenges by petition prior to the section meeting. The Nominating Committee should receive any petitions prior to August 1, 1999. The by-laws do not permit challenges from the floor to be entertained during the business meeting, which will be held at the Atlanta APSA meetings on Friday at 5:30. A reception will follow at 6:30, and all members are encouraged to attend.

Katznelson Named Program Co-Chair for the American Political Science Association Year 2000 Meeting in Washington D.C.

Ira Katznelson, Columbia University, has been named program co-chair (with Helen Milner) for the 2000 APSA meetings. Professor Katznelson served as the third president of the Politics and History section. He is the author of *City Trenches* (1981), *Liberalism's Crooked Circle: Letters to Adam Minchik* (1996), and *Desolation and Enlightenment: Political Knowledge after the Holocaust, Totalitarianism and Total War* (1999).

**Call for Papers Politics and History Section
American Political Science Association Meetings
Year 2000**

The 2000 meetings of the American Political Science Association will be held in Washington, DC, August 31-September 3, 2000. The theme for the 96th Annual Meeting is "Political Science as Discipline? Reconsidering Power, Choice, and the State at Century's End." Power, choice, and the state have been central concepts in political science since its founding as a self-conscious discipline. By reconsidering these orienting themes, the program chairs seek to initiate discussion about both the distinguishing characteristics and internal coherence of political science as well as late-century developments that challenge how the discipline deploys its key organizing concepts. APSA will begin accepting proposals in September 1999 for panels, papers, and posters related to the organizing theme as well as proposals addressing topics covering the 43 divisions, or subfields, of political science. The September issue of PS and the 1999 Annual Meeting Program will contain submission guidelines and proposal forms.

The organizers of the Politics and History panels at the 2000 APSA convention are:

Gerald Gamm
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Daniel Carpenter
Department of Political Science
University of Michigan
Ann Arbor, MI 48109

The Never-Ending Story of Civic Ideals

Rogers Smith

(We invited Professor Smith to discuss his current research. Professor Smith's book, Civic Ideals, was the co-winner of our section's J. David Greenstone Award for the best book in politics and history in the last two calendar years).

Just as I am grateful to the Politics and History Section for making *Civic Ideals* a co-winner of the 1998 J. David Greenstone Award, I am grateful for this opportunity to discuss where that work has led me. I also cannot resist mentioning another book that recently told me something about what led to that work.

The idea to undertake the study of citizenship laws that became *Civic Ideals* occurred to me fifteen years before that book's publication, and as readers may be all too aware, it's a rather long book. Yet it still leaves important questions unresolved; and since its publication I've been pursuing three of those. I originally began studying citizenship laws to get some empirical purchase on the debate over how "liberal" or "republican" American political thought had been historically. I soon found lots of stuff that did not look to me either "liberal" or "republican" so much as "racist" and "sexist." Consequently, *Civic Ideals* became chiefly aimed at showing empirically that Hartzian liberal and Pocockian republican accounts of American political culture were not supported by the historical content of American citizenship laws as much as my alternative "multiple traditions" view. I gradually realized, however, that showing those scholars were wrong or incomplete empirically was not enough. I also had to explain why racial and patriarchal ideologies had recurrent appeal in a society that did have strong liberal and democratic/republican traditions. I developed an answer in terms of the advantages of ascriptive traditions in the politics of nation-building, a politics in which leaders often succeed by advancing stories that valorize core constituencies as inherently superior to those they wish to exploit or include.

But *Civic Ideals* does not much explore the further question of why, if exclusionary and hierarchical civic stories have such political potency, egalitarian reforms are nonetheless sometimes achieved. I note that egalitarian civic visions do have some comparative advantages of their own, but those enduring advantages are not sufficient to explain the only very occasional victories gained by such visions. While completing *Civic Ideals*, I began working with Philip Klinkner (now at Hamilton College) on a study of the conditions under which substantial racial progress has been achieved in the United States. The resulting book, entitled *The Unsteady March: The Rise and Fall of Racial Equality in America*, will be published this fall by the University of Chicago Press, with Phil as the chief author. We felt obliged to offer a rather gloomy answer in which America's egalitarian civic ideologies play only a limited role. Thus far, we contend, significant advances toward



Ebenezer Baptist Church in Atlanta.

Conference on the History of Congress

Mathew D. McCubbins
University of California-San Diego

Sponsored jointly by Stanford University and the University of California, two conferences on the history of Congress were held in June 1998 at the University of California, San Diego, and in January 1999 at Stanford. The point of the conferences was to apply new theoretical advances in the study of organization and policy making to better understand the evolution and history of congressional organization.

In the United States, the links between elections, legislative organization and policy are not as straightforward as it is in parliamentary democracies. Parties compete for election, and while the House and Senate have a clearly partisan hue, other organizing principles seem to be coloring policy making as well. Partly this is a consequence of the separation of powers, and partly this results from the US system of representation, in which the members of the House and Senate, and the president, each gain office in separate elections.

To further complicate matters, since early in American history, members of Congress have chosen a decentralized form of government, whereby much of the policy making authority of each chamber was vested in committees of their own creation. Moreover, congressional committees, it often seems, are not only ancillary to the party organizations, but are at odds with them. The tension between centralization and decentralization of policy making within Congress has shaped Congress and the policy it has produced. At various times in our nation's history, we have observed strong leaders, with public policy being drafted in the leader's office or by the majority party caucus. At other times, however, the focus of policy making has been in committees, and the parties have played only a coordinating role. What explains these variations? Recent developments in the literature on Congress have provided us with conditions under which policy making leans towards a committee-centered versus a party-centered process. But we have only begun to understand the dynamics of congressional organization.

How Congress organizes to do business has important implications for both political representation and policy outcomes. The contributors to this conference had two goals. First, they sought to extend recent theoretical work in game theory, transactions cost economics, industrial organization, and political science to establish a new and dynamic theory of congressional organization. Second, the contributors sought to test their new insights historically. Toward this end, the authors of the essays presented at the conference examined various eras of congressional organization, from the antebellum rise and institutionalization of standing committees, through the centralized party control under 'Boss' Cannon around the turn of the century, into the 'King Caucus' years and the rise of committee government in the 1930s, through the re-emergence of party government in the early 1970s.

What's the Point of APD?

Keith Whittington

(We invited Professor Whittington to contribute a thought piece on the field of American Political Development. He is the author of Constitutional Constructions: Divided Powers and Constitutional Meaning).

Gabriel Almond once wrote that the discipline of political science had been divided into "separate tables" with little relationship to one another. Almond thought those tables were marked off along methodological lines, with each table being dominated by its own conversation with few exchanges with those seated at other tables. Political scientists were happily, or perhaps not so happily, talking past one another.

American Political Development once had its own table. Although perhaps of limited interest to those in other fields, those studying American political development enjoyed a shared conversation. Moreover, there was a hope that a common concern with APD could help bring together scholars who were otherwise divided. The editors' preface to the inaugural issue of *Studies in American Political Development* defined their mission as "the rediscovery of a subject matter common to scholars working in different corners of political science by offering a forum in which their various skills and viewpoints may fruitfully converge," with an editorial board that "ranges the spectrum of subfields, theoretical perspectives, and analytical methods." *Studies* helped establish APD as a distinct field of inquiry and has become the leading journal in the field, but one is entitled to wonder whether APD as field has met this particular goal.

A dozen years since the founding of *Studies* and two decades since the landmark works of APD were published, the field seems to have gained some (perhaps still grudging) legitimacy within the discipline of political science. But it is not clear that those who self-identify with APD still share a common conversation or even share an understanding of the meaning of the field. Rather than overcoming the divisions within the discipline, APD seems to have internalized them.

Although part of the problem is undoubtedly caused by the persistence of the methodological dynamics that Almond observed, part of the problem may be the exhaustion of the original APD project itself. The current field of APD began as a reaction to behaviorism's emphasis on the significance of social factors in shaping political outcomes. APD's central contribution to the discipline was its effort to "bring the state back in" and reintegrate institutions into political analysis. History was a necessary vehicle for understanding the dynamics of American politics and how institutions altered political possibilities. Although there had been important precursors who had emphasized both political history and the importance of institutions, such as Theodore Lowi's study of the modern liberalism or Nelson Polsby's examination of the twentieth century Congress, APD filled a real gap in the literature and

Politics and History Panels at the 1999 American Political Science Association Meeting

*** Co-Chairs ***

Andrew Polsky

*Department of Political Science
Hunter College, CUNY*

Gretchen Ritter

*Government Department
University of Texas at Austin*

Business Meeting: Friday, September 3, 5:30 PM

Reception: Friday, September 3, 6:30 PM

Short Course: Wednesday, September 1, 1:00 P.M.

Gender, Political Representation and Civic Identity

What (If Anything) Political History Can Teach Leaders and Citizens Today. Roundtable. (*Theme Panel)

Chair: Andrew Polsky, Hunter College and the Graduate School, CUNY

Participants: Walter Dean Burnham, University of Texas at Austin
Ian Lustick, University of Pennsylvania
John Ikenberry, University of Pennsylvania
Michael Dawson, University of Chicago

Race, Reform, and the State

Chair: Alan Draper, St. Lawrence University

Papers: "Hearts and Minds: The Cold War, Internal Unrest, and Civil Rights, 1945-1968"
Philip Klinkner, Hamilton College

"States and Strife: Political Responses to Anti-Civil Rights Mobilization"
Joseph Luders, Seton Hall University

"Segregationist Liberalism: The NAACP and Resistance to Civil Defense Policy Planning in the Early Cold War", Andrew Grossman, Albion College

*Discussants: Ruth O'Brien, John Jay College, CUNY
Richard Valelly, Swarthmore College*

Immigration and American Political Development

Chair: James F. Hollifield, Southern Methodist University

Papers: "From Illiberal to Liberal Policy: Immigration Policy and the Development of U.S. Policy",
Desmond King, Oxford

"The Courts and Public Policy: Conflicting Views of Solidarity and Nationhood",
Anna Law, University of Texas, Austin

"Individual Inclusion and Group Exclusion: The Case of Arab-American Immigrants", Ann Lin and
Amaney Jamal, University of Michigan

"The Organization of Policy Bias: The Changing Structure and Outcomes of American Immigration Politics",
Daniel Tichenor, Rutgers University

*Discussants: Margaret Weir, University of California, Berkeley
Keith Fitzgerald, New College of the University of South Florida*

The Roots of the Presidency: The 19th Century Presidency and Contemporary Ramifications (Co-sponsored by Division 23 "Presidency Research." Division 7 is primary sponsor.)

Chair: James Ceasar, University of Virginia

Papers: "The Roots of Presidential Populism", Terri Bimes, University of California, Berkeley

"A New Migration of Political Forces: Party Decline and Plebiscitary Presidential Leadership in Late 19th Century America", Michael Korzi, Northwestern University

"Attempts to Mobilize Interest Groups for Purposes of Congressional Lobbying by Late-19th Century Presidents", Ezra Paul, Johns Hopkins University

"Statesmen and Demagogues: Presidential Rhetoric and Congressional Deliberation in the 19th Century", Dean Schloyer, Northwestern University

Discussant: Richard Ellis, Willamette University

Gender and American Political Development

(Co-sponsored by Division 31 "Women and Politics." Division 31 is the primary sponsor.)

Marking Time: Congress in Retrospect

(Co-sponsored by Division 22 "Legislative Studies." Division 22 is the primary sponsor.)

Congressional Structure and Process in Historical Perspective

(Co-sponsored by Division 22 "Legislative Studies." Division 22 is the primary sponsor.)

Political Culture, Identity, and the State

Chair: Terrence Cook, Washington State University

Papers: "Ambiguities of Domination: Politics, Rhetoric, and Symbols in Contemporary Syria", Lisa Wedeen, University of Chicago

"Path Dependence and Social Welfare: Interest versus Identity Politics", Thomas Banchoff, Georgetown University

"The Rules of Play: Japan and the Politics of Becoming a 'Lifestyle Superpower'", David Leheny, University of Wisconsin-Madison

"The Reform of Institutions and Identities in Bosnia and Herzegovina", Daniel Cordes, Columbia University

Discussant: Deborah Harrold, University of Chicago

The Emergence of the Modern American Political Economy

Chair: David Robertson, University of Missouri - St. Louis

Papers: "The 'Statistical Equivalent of Gold': Interest Groups and the Price Index, 1896-1933", Loren Gatch, University of Central Oklahoma

"Racing Away from the Bottom: Making Sense of State Tax Innovations in the Early Twentieth Century", Dante J. Scala, University of Chicago

"Between Welfare Capitalism and the Welfare State: The Politics of Public and Private Pensions in the United States", Jacob Hacker, The Brookings Institution

Discussant: Marc Allen Eisner, Wesleyan University

Building the Old American State

Chair: Brian Cook, Clark University

Papers: “The Parameters of Patronage Democracy: Partisan Practice and State Development During America’s ‘Long Nineteenth Century’”, Scott C. James, University of California, Los Angeles

“Anglo-America as a Contract State and a Predatory State: ‘American Exceptionalism’ as a Truly Double-Edged Sword”, Richard P. Young, Seattle University

“Internal Improvements and the American Union, 1790-1860”, Stephen Minicucci, Smith College

“Police Power, Citizen Action, and the Myth of the ‘Well-Regulated Society’”
Ann-Marie Szymanski, University of Oklahoma

Discussant: William J. Novak, The University of Chicago
Ronald Formisano, University of Florida

Citizenship and the Political Construction of American Identity

Chair: Victoria Hattam, The New School for Social Research

Papers: “American Marriage Law and the Politics of Race and Gender”
Priscilla Yamin, The New School for Social Research

“‘Another White Race’: Mexicans and the Paradox of Whiteness in Jury Selection”, Clare Sheridan, University of Texas, Austin

“Constructing Citizens: Citizenship Education in Social and Historical Context”, Susan M. Gordon, University of Chicago

Discussant: Anne Norton, University of Pennsylvania

Social Scientists in the Public World: Historical Experiences and Lessons (*Theme Panel)

Chair: James Farr, University of Minnesota

Papers: “Making Sense of Property Rights: Social Science and the Origins of the Colonial Revenue Administration in India”, Matthew J. Nelson, Columbia University

“Higher Civil Servants, Political Activists and Policy Analysts: Making Sense of Social Policy in France, 1880-1980”, Didier Renard, ENS Cachan

“‘There’s a Realignment Going On’: The Political Science of the Nixon Administration”, Robert Mason, University of Edinburgh

“Rethinking Polanyi: The Role of Political Economy Theories in the Enactment of the 1834 Poor Law”, Dan Breznitz, MIT

Discussant: Paul Brass, University of Washington

Political Implications of Race in Comparative Historical Perspective

Chair: Luis Fraga, Stanford University

Papers: “A Comparative History and Analysis of Racial Categorization on American and Brazilian Censuses”, Melissa Nobles, MIT

“Deviance, Race and Citizenship: U.S. Drug Policy and the Politics of Law and Order”, Jay McCullough, University of Texas and Earlham College

“Jim Crow and Apartheid: Was There a Link?”, Michael K. Fauntroy, Howard University

(Political Implications of Race in Comparative Historical Perspective, continued.)

“The Cherokee Nation and the U.S. Civil War: Indigenous and American Political Identity in Conflict and Co-Constitution”, Kevin Bruyneel, New School for Social Research

Discussant: Mark Sawyer, The University of Chicago

Racial Conflict in American Politics

Chair: Tali Mendelberg, Princeton University

Papers: “The Crisis of Racial Integration in the Late-Civil Rights Movement: Education Politics in New York City and Chicago”, Catherine O’Leary, New School for Social Research

“Reconstruction, Civil Rights, and the Republican Party in the South”, Paul Frymer, University of California, Berkeley

“Ideological Inconsistency and Logical Bridges: Partisan Realignment in the 1960s”, Monica Prasad, University of Chicago

“Race, Political Culture, and Voting in the Jacksonian Era”, Christopher Malone, CUNY Graduate Center

Discussant: Richard Keiser, Carleton College

Ideas Have Consequences: The Political Effects of Discourse in American Political Development

Chair: Eldon Eisenach, University of Tulsa

Papers: “Language, Slavery, and Politics: The Case of the Federal Convention of 1787”, David F. Ericson, Wichita State University

“The Discourse of Anti-Statism in the Post-Civil Rights Era”, Joseph Lowndes, New School for Social Research

“Decline at Century’s End: Contemporary Narratives of Liberal Decay and the Inversion of Whig History”, Andrew R. Murphy, Villanova University

Discussant: Michael Gibbons, University of South Florida

Reconsidering Institutions in American Political Development

Chair: Sean J. Savage, Saint Mary’s College

Papers: “Responsible versus Functional Parties in American Political Development”, John J. Coleman, University of Wisconsin-Madison

“Context vs. Content: Different Perspectives on Policy Change in Historical Institutionalism and the New Public Management”, Stephen Page, MIT

“Institutional Development in a System of Separated Powers”
Keith E. Whittington, Princeton University and
Daniel P. Carpenter, University of Michigan

Discussant: Randall Strahan

Historical Perspectives on American Federalism and Sub-National Government

Chair: Jay Greene, University of Texas - Austin

Papers: “Federalism, Constitutional Protections, and Coalition-Building: The 1930s Battle on Tax-Exempt Salaries and Bonds”, Jameson W. Doig, Princeton University

“Hostility and Deference: Patterns of City-State Relations in the United States”, Nancy Burns, University of Michigan and Gerald Gamm, University of Rochester

(Historical Perspectives on American Federalism and Sub-National Government, continued.)

“The Peculiar Partisanship of the West, 1890-1916”, Amy Bridges, UC San Diego

“National Policymaking the Hard Way: The Uniform State Laws Process in pre-New Deal America”, John D. Nugent, University of Texas - Austin

Discussant: Colin Gordon, University of Iowa

The Development of Welfare States

Chair: Robert Lieberman, Columbia University

Papers: “Race, State, and Inequality in the United States, Great Britain, and France”, Robert C. Lieberman, Columbia University

“Gender, Discourses, and Institutions: The Formation of the Welfare State in Sweden and Germany”, Teresa Kulawik, FU Berlin

”Bounded Opportunities: The Limits of ‘Ideal’ Institutions in New Zealand Health Care 1935-1995”, Miriam Laugesen, Univeristy of Melbourne

Discussant: Eric M. Patashnik, Yale University

War and the Health of the State

Chair: Daniel Kryder, Massachusetts Institute of Technology

Papers: “20th Century American Presidents and the Transition from Reform to War: Woodrow Wilson and Lyndon Johnson Compared”, Daniel Kryder, MIT

“Rethinking War and Change”, Victoria Tin-bor Hui, Columbia University

“Trade, Security, and the British Army, 1860-1913”, David M. Rowe, Patrick McDonald, and David Bearce, Ohio State University

“European Integration and the Legacy of Post-World War II German Expulsions in East-Central Europe”, Lynn Tesser, University of Chicago

*Discussant: Richard Bense, Cornell University
Jyette Klausen, Brandeis University*

The Political Uses and Abuses of History in Historical Perspective

Chairperson: Robert Vitalis, Clark University

PAPERS: “Teaching the Past, Whitewashing the Past: Historical Forgetting, Democratic Development, and the Dangers of Nationalism in Post-Soviet Russia.”, David Mendeloff, MIT

“National History as Contested Site: Secular and Islamic Negotiations of Turkish National Identity.”, Alev Cinar, New York University

“A Past Worth Forgetting: Politics and the Institutionalization of War Memories in Japan.”, Steven Benfell, Western Michigan University

“‘Lessons of the Holocaust’ in the Territorial Debate in Israel: Using and Misusing History in Policy Making”, Arye Naor, Ben Gurion University

Discussant: Ruth Bevan, Yeshiva University

**Western Political Science Association Annual Meeting 1999:
Abstracts of Politics and History Papers
Seattle, Washington, May 25-27, 1999**

The Median Voter: Fact or Fiction? The History of a Theoretical Concept

*Robert G. Boatright, University of Chicago
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The median voter model has frequently been revised in order to make the model more applicable to empirical study of American mass elections. Rarely, however, have revisions to this model taken into account the theoretical debates which preceded the development of economic models and the ways in which revisions to the model reintroduce the normative debates which the median voter model addressed. In this paper I consider two such debates, the "responsible parties" debate of the early 1950s and the debate between pluralists and other theorists over measurement of political power. I discuss the means by which formal models effectively closed off these debates. I then outline the basic tenets of the median voter model, illustrate ways in which revisions to this model have drawn upon empirical evidence against propositions of the model, and note ways in which such revisions have significant effects on the overall coherence of the model. I then note how one relatively underexplored assumption of the model the assumption of simultaneous position-taking can and should be altered such that candidates take positions sequentially. This adjustment is not only more empirically suitable for the model it allows better explanation of elections featuring incumbents but it also reintroduces the normative debates which preceded the development of the model into the model itself.

The Constitutional Politics of Westward Expansion: Constitutional Development and Inter-Branch Dialogue over Federal Internal Improvements during the Republican Era

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By 1800 Americans recognized that commercial links between the coast and the interior were essential for national growth. Better systems of transportation were needed to integrate the nation's economy, promote commerce and communication, and facilitate the development of millions of acres of western land. These projects known as "internal improvements," mainly the building of roads and canals, inspired in Americans dreams of national greatness. Jefferson, Madison, and Monroe all strongly supported Westward expansion during their administrations, and proposals for a national system of internal improvements did not fail for lack of merit. Yet the federal government, despite having three Republican presidents and a Republican-controlled Congress

from 1800-1824, was never able to enact legislation establishing a national network of roads and canals. Why?

I propose this hypothesis: Initially, the constitutional authority of federal involvement in this area was questionable up until Madison's second administration, by which time the dominant view among federal lawmakers was that Congress had authority to make appropriations for internal improvements. Madison's personal doubts on the subject, however, forestalled concerted federal effort on the matter. By the time Monroe and Congress had found a constitutional common ground for federal involvement in internal improvements, sectional politics, which had always exerted its influence in Congress, had gained a decisive victory in thwarting the implementation of any systematic federal policy on the matter. Once the Virginia Dynasty in the executive branch came to an end, Jackson let open the floodgates of sectionalism and local interest politics that had been swelling to burst, thus blocking any systematic development of roads and canals for decades to come.

My paper traces the interaction between the executive and the Congress on the issue of federal sponsorship of internal improvements, and discusses how the twenty-five year inter-branch dialogue brought about a change in the Republican executive's view about the constitutionality of such projects. In probing this issue I will also consider what we can learn from this event about the dynamics of constitutional politics at a time when the U.S. Supreme Court had not yet become a regular and active participant in such political-constitutional debates.

Race and the Representation of Blacks' Interests During Reconstruction

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Contemporary congressional studies find that black representatives are more supportive of black constituents' interests than are white representatives, even after controlling for district-level constituency characteristics. The general robustness of these findings has not been examined, however, as scholars have not studied how black representatives behaved during Reconstruction, the first era of blacks' descriptive representation. Although black representatives

from this era typically are portrayed as having been responsive to blacks' interests, some recent studies suggest that they often supported whites' interests on issues important to their black constituents. Using descriptive statistics, OLS regression, and forecasting techniques to analyze black and white congressmen's voting behavior, we investigate the relationship between descriptive and substantive representation immediately after the Civil War. We find that black Republicans during Reconstruction were more ideologically liberal, both generally and racially, than their white Republican colleagues in the South. These results suggest that the linkage between descriptive and substantive representation for blacks is not merely a recent phenomenon, but rather has general applicability across time.

**Ideas and State Capacity, or Class Dominance?
A Historical Analysis of Grazing on the Public Domain**
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State-centered theorists have forwarded the argument that the role of ideas and state capacity in the formulation of public policies is evidence of an autonomous polity. These theorists hold that state capacity and ideas have an autonomous and independent role in determining state behavior and public policy development. Reflective of this, statist Christopher Klyza posits ideas and state capacity as the primary factors in the development of the policy regime that manages grazing on the public grasslands. I contend, however, that the history of the federal grazing policy regime is indicative of economic elite theory. Specifically, economic elites and producer groups are the most powerful explanatory factors in the development of this regime, not ideas or state capacity. Furthermore, utilizing the cases of the grazing agencies (the U.S. Grazing Service and later the Bureau of Land Management [BLM], the U.S. Forest Service, and the National Park Service) I assail the theoretical importance that state-centric theorists ascribe to the issue of state capacity.

Communists, Congressional Committees, and the Rise of the Administrative Welfare State
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The United States has been less than entirely tolerant of dissidents; this was particularly true during the Cold War years, and especially during the early 1950s. While compared to the Stalinist or Maoist purges, McCarthyism was extraordinarily gentle in its treatment of political dissidents, the congressional harassment of both current and former members of the Communist Party that is one of the worst instances of the abuse of political institutions in recent American history. McCarthyism shared with the totalitarian movements it despised an unwillingness to treat individual persons individually, but to punish persons for their associations with others. In the modern administrative state under the rule of law, those punishments take many forms other than physical discipline or incarceration. Among the most common form of

sanctions were congressional hearings which exposed individuals accused of subversive activities to the scrutiny of public opinion and various administrative sanctions. Individuals who appeared before congressional committees were often subjected to actions by multiple governmental actors because of their present or previous affiliations, including the termination of their employment in a state or local government, or loss of a state-issued professional license, because of their refusal to testify in front of a congressional committee investigating domestic communism or because they had testified before such a committee.

Most analysis of the Supreme Court cases involving the power of Congress to compel testimony has focused on either the Fifth Amendment guarantee of a right against self-incrimination or the limits on Congress' power under separation of powers doctrine. I argue that understanding the Supreme Court's decisions in this area during the 1950s requires a focus on the change in roles of congressional committees following the Legislative Reorganization Act of 1946, which provided committees with greater authority for overseeing agencies within their area of substantive concern. With the increased resources provided to the committees following the 1946 Act, the House Un-American Activities Committee (HUAC) and others, such as the Senate Internal Security Subcommittee, began to investigate the presence of Communists and sympathizers in government agencies and in the larger public as well. As these committees began their investigations, they paid little heed to jurisdictional bounds and often neglected to justify their investigations and the filing of contempt citations according to their authority. Some members of Congress and interest groups, including the American Bar Association, attempted to provide discipline to the dueling committees' investigations and curtail their abuse of the subpoena power, but the major responsibility for policing committees' actions lay with the federal courts, and especially the Supreme Court.

The Supreme Court's efforts in this area during this period are often misunderstood. Most constitutional law textbooks contain only two cases regarding Congress' power to investigate, and those two, *U.S. v. Watkins* and *Barenblatt v. U.S.*, are used to demonstrate that after the Supreme Court attempted to restrict Congress' power to investigate in *Watkins* in 1957, it was forced to retreat only two years later, presumably by political pressure, in *Barenblatt*. In *Watkins*, the Court required that Congress follow its own rules, define HUAC's jurisdiction, and justify the relevance of its investigations to governmental oversight, but its major significance is that the Court actually found in favor of *Watkins*, who had challenged the relevance of his testimony to Congress' purposes. While the Court's decision in *Barenblatt* seemed to constitute a retreat from *Watkins*, a number of later cases reinstated many of the rules laid down in *Watkins*, generally finding in favor of the reluctant witnesses; this part of the story is absent from many accounts of the Court's role in this area and Congress' development of its powers. At its best, the history of the debate over the investigative powers of con-

gressional committees during this period shows that the Court's major concern was Congress's ability to govern its own house, to act in a coherent fashion, and to delegate only those powers truly necessary to committees which, by crossing jurisdictional limits in an entrepreneurial fashion, had taken advantage of the new structures that Congress had erected to oversee the administrative state.

The Chavez-Tingley Feud: 1937-40

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Over the past 200 years, only three Mexican Americans (all from New Mexico) have ever served in the United States Senate. My presentation focused on one of these Senators, Dennis Chavez who served in the House of Representatives from 1930-1934 and in the Senate from 1935 until his death in 1962.

This paper specifically deals with a political feud involving Senator Chavez and Governor Clyde Tingley, who appointed Chavez to the United States Senate upon the death of Senator Bronson Cutting in 1935. Immediately after the appointment Chavez and Tingley worked closely with the Works Progress Administration (WPA) to assure that New Mexico received its share of federal funding from this federal program. Beginning in 1937, however, the Senator and the governor repeatedly locked political horns on a number of issues. The fact that Governor Tingley became too politically overzealous was the basis for the Chavez-Tingley feud that spanned the late 1930's. The political honeymoon these two public officials had once experienced turned into a bitter struggle for political power and control of the Democratic Party and the WPA in the state. As the feud spread from issue to issue, Tingley's political strength gradually diminished. Simultaneously, Chavez was able to consolidate his political power with WPA. Before Tingley capitulate, however, he attempted to destroy Chavez's political career by implicating him in the hottest WPA scandal in the United States. Senator Chavez overcame the scandal and remained in the Senate. By the end of his legislative career, he was outranked by only three Senators.

Madison's Failure: The Virginia Plan and Opportunistic Federalism

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On the eve of the Constitutional Convention, state policy makers had nearly unlimited freedom to exploit their distinct comparative advantages, and the result was chaotic, fluid, and often self-defeating policy. As the most influential analyst of this policy turmoil, James Madison diagnosed state policy independence as the root threat to American republicanism and prosperity. His reforms aimed to create a national republican policy making process that would produce liberal policy outcomes. He planned to expand the sphere of national powers to instill in national policy makers an ambition for

pursuing a distinctly national interest. He sought very broad national policy authority, a national veto over state laws, and a national legislature in which all representatives were apportioned by state size. As the Virginia plan, these proposals initially established the terms of the convention's deliberations. The convention's treatment of the Virginia plan shows that the new policy making process institutionalized the states' economic opportunism as much as it limited that opportunism. The convention accepted the least controversial elements of Madison's theory — a republican national policy making process — but defeated the three more original and far-reaching proposals because they threatened to result in policies excessively threatening to states' comparative advantages. Medium sized, commercially vulnerable states refused to surrender power over economic policy to a body in which they were outnumbered. These states opposed a national veto because a regional majority could use it to harm the interests of particular states.

Political Repression in the Fragmented State

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Why do states engage in political repression? What particular attributes of states enable them to do so? This paper attempts to answer these two questions through an analysis of McCarthyism. Most theorists of the state, from Hobbes to

Call for Papers 2000 Western Political Science Association Meetings

The annual meeting of the Western Political Science Association will be held March 24-26, 2000, at the San Jose Hilton Hotel in San Jose, California.

For this year, the meetings will be held on Friday through Sunday morning. The theme of the conference is "Political Science in Interdisciplinary Perspective."

To submit a paper or panel proposal, or submit your name as a panel chair or discussant, contact:

Keith Whittington
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Princeton University
Corwin Hall
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Fax (609) 258-3453
E-mail whitt@princeton.edu.

Proposals are due Friday, September 17, 1999.

Weber to Skocpol, have mistakenly argued that political repression is a product of the state's monopoly over the means of coercion, its centralization and unification of political power, and its quest for domestic political order. I challenge this view here in two ways. First, I argue that states conducting repression are often not driven by a desire to impose order or establish control over a given territory. Instead, they are inspired by a variety of different concerns, not least of which are the specific political interests and ideologies of different state actors. During the McCarthy era, state officials were motivated by many agendas, including: 1) a desire to subdue popular movements attempting to restructure relationships of power within the workplace and between blacks and whites; 2) anticommunist ideology, inspired either by a concern about the power of the Soviet Union or by a commitment to Christianity or liberalism; and 3) more mundane partisan calculations and interests. Second, states engaging in repression need not unify political power under a single aegis. This image of the Leviathan-like state has led us to focus on states that have concentrated political power within centralized, hierarchical institutions. That is not the only kind of state that engages or can engage in repression. States that are fragmented — where institutions share power with other institutions, where power is divided between the core and the periphery, where power is constrained by competition between multiple interest groups — can also act repressively. In fact, fragmentation can sometimes be a vehicle for repression.

Technological Exceptionalism: Machines, History, and the Construction of Antebellum American Identity

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In the decades following the American Revolution, both Federalists and Anti-Federalists embraced the idea that American history would represent a departure from the patterns established in European experience. For republican Anti-Federalists, the idea was the religiously inspired ideal of America as a purified version of European ideals, stripped of the corrupting effects of ancient tyrannies and modern class struggle. Liberal Federalists, on the other hand, saw the promise of America as the possibility of creating a benign version of industrial capitalism, the creation of an economy that would secure the economic benefits of European manufacturing without the creation of squalid industrial cities. For both Federalists and Anti-Federalists, the key element in America's exceptional future was the presence of free land.

In the Jacksonian Era, a second element was added to free land as the basis for America's claim to an exceptional future. This was the argument that Americans as a people were possessed of a special relationship to things mechanical. Not only the fact of free land, but a special gift for using machinery to make use of that land were the elements that were said to signal the dawn of an entirely new kind of history. In 1829,

the word "technology" was coined to capture the special kind of American useful knowledge. This was technological exceptionalism.

Technological exceptionalism made it possible to reconcile both republican and liberal politics with industrial expansion. For republican and liberal politics with industrial expansion. For republican Whigs, technology promised to connect the expanses of the Western territories into a single national community, thus defeating the dire warnings of Montesquieu and Jefferson that size was the enemy of national virtue. For liberals, technology was the means for all men to compete equally in an economic public realm. Both Whigs and Democrats were required to surrender a crucial element of their thinking in order to embrace the promise of technology. Whigs had to abandoned their opposition to growth, their nostalgia, and their conception of virtue as a quality inherent in a leisure class. Democrats had to overcome their suspicions of corporate enterprise, large-scale improvement, centralized control and government funding. In the years of Civil War and after, both liberal and republican strains of American political thought gave way to a constructed national identity built around the promise of technologically driven progress. While this new political conception was developed in response to new forms of political economy and industrialization, the condition of possibility for the embrace of the new model of citizenship and progress was the political vocabulary of technological exceptionalism.

The Push Westward: American Government and National Expansion, 1776-1848

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Research by political scientists, political historians, and political sociologists on the United States of the nineteenth century focuses overwhelmingly on the weakness of the national government, given the divided government established at the founding, the small size of public administration, and the divisions between political parties and among regions. This focus on the frailties of U.S. national government neglects a crucial part of national politics: the proactive role of the national government in the expansion of the United States from the thirteen original states to spanning the entire North American continent. In this paper I examine the administration and politics of the national government from the Declaration up to the Mexican-American War—i.e., including the Continental Congress under the Articles of Confederation, as well as the U.S. government after the adoption of the Constitution in 1789—with respect to the American territories up to the Mississippi River, where scholars slight the significance of governmental activity in the territories as a precursor to the eventual incorporation of new lands, new wealth, and new peoples into the United States.

I look at three policy areas in particular: the military; the post office; and public works (i.e., road and canal building). The paper presents quantitative and other historical evidence that document how the officials and resources of the U.S. government provided an extensive and extendible presence in the territories through which settlement, economic growth, and eventual political incorporation could occur. Specifically, I note the presence of forts and troops in the territories, the number of post offices and miles of post roads in the territories, and the building and subsidy of roads and canals in areas before they became states. I suggest that the investment by government officials in these lands (lands whose residents could not vote) is a result of two factors. One was the patriotism and nationalism of individual presidents (e.g., Jefferson, Polk) and other political elites (e.g., the Army Topographical Corps), where national security, economic growth, and political development were inextricably intertwined. Another was the ambition of party leaders who sought to gain more support for their parties in areas that would in the near or not-too-distant future would become members of the several states.

Partisan Regimes, Judicial Review and Constitutional Change

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This paper examines the political incentives leading elected officials to either support or undermine the judicial authority to determine constitutional meaning, a key bulwark of judicial independence. Assuming a system of partisan regimes, the paper focuses on the relationship between the president and the Supreme Court in three basic strategic situations depending on the presidential relationship to the regime. The paper concludes that in most circumstances presidents have ample incentives to support judicial authority by deferring to judicial rulings and encouraging judicial intervention in political disputes. Moreover, the paper argues, it is not clear that normative values are in conflict with positive incentives in those few instances in which the strategic environment favors undermining the Court. The paper identifies the conditions under which presidents will adopt a departmentalist position, challenging the exclusive authority of the judiciary to determine constitutional meaning in favor of an equal authority of each of the three branches to interpret the Constitution. The paper links normative concerns with judicial review with positive and historical analysis of political institutions and identifies the conditions supporting an active and independent judiciary. The paper questions the standard normative and empirical assumptions of both the “countermajoritarian difficulty” and theories of judicial supremacy.

had outstanding program chairs and our panels have a reputation for quality that we all value, but as a former program chair myself (for Comparative Politics), and as a member of the APSA’s “Committee on the Annual Meeting,” I speak with confidence when I say that no matter how dedicated a program chair may be, and no matter how much of one’s life one is willing to sacrifice to try to implement principles of equity and professionalism within the selection process, it is inevitable that other factors (including chance) will play a crucial role.

Indeed, depending on the fate of proposals now pending before the Committee on the Annual Meeting, there is reason to believe that the gap between the number of those wishing to present their work and those given opportunities to do so may increase. The Committee is now wrestling with trade-offs between increasing the size of meetings that have already become intimidatingly large and implementing significant increases in registration fees; between reducing the number of appearances in the program and encouraging more active and responsible participation by members as chairs and discussants; between restricting multiple submissions to different divisions in order to reduce the workload of program chairs and maintaining opportunities for members to combat the arbitrary aspects of the selection process and the whole “division” system by offering differently spun versions of one’s work to different program chairs. There are no easy answers to these problems, but it is important that they are being forthrightly addressed.

The point I am making here is that regardless of what changes may be made in the organization of the annual meeting, there are certain practices and norms which APSA members, and especially new entrants into the profession, need to know about in order to succeed or at least feel somewhat less disappointed with one’s contacts with APSA and one’s participation in the annual meeting.

For example, it is perfectly fine to contact a program chair with an idea for a paper proposal before it is submitted to discuss, on the telephone or over email, whether the topic one has in mind really does fit within the parameters of the division’s guidelines for this year, whether there are other folks who are talking about related or complementary topics, or whether a certain adjustment or emphasis in the presentation might make the proposal more attractive. A key element in this approach is to contact the program chair very soon after the call for papers has been issued. By the time October and November roll around the chair will be so overwhelmed by paper that he/she will have no real time to engage in such substantive questions. (Changes likely to be made soon to standardize and centralize electronic submissions of paper and panel applications may help a bit, but program chairs will not be able to escape their fundamentally chaotic predicament.)

APSA Annual Meetings often have overall “themes”. These themes have little actual effect on most decisions regarding acceptance or rejection of paper proposals. Still if a proposal does have an obvious relationship to the annual theme, there is no reason not to highlight it.

If one understands the two impossible missions with which program chairs are charged — to make an enormous number of quick and not-completely-unreasonable judgments about a flood of underspecified proposals; and to use his/her quota of panels to satisfy the legitimate demands for air-time of many more scholars than can be thereby accommodated, one can appreciate why submitting one lonely paper proposal is a low probability way to get oneself into the program. Every lone paper a chair accepts means much more work for him/her — work to find other lone papers to group together into a coherent panel, to find a discussant for those papers, and to find a chair for the panel as a whole. Chairs therefore respond much more positively, all other things being equal, to a fully formed panel proposal.

Therefore it might well be worth your while to become a “panel organizer” to exercise your entrepreneurial skills by thinking up an idea for a panel that places the paper you want to write at the center of its concerns. You then do some of the work that would otherwise be done by the program or panel chair by identifying other presenters, soliciting paper titles from them, finding an appropriate panel chair and discussant, and taking care to make sure all the paper work is submitted early. By establishing direct preliminary contact and by submitting early, you can increase the chances that the program chair of the division to which the panel is submitted makes other decisions about encouraging or discouraging panels and paper proposals based on the expectation that your panel will be one of those selected. You can also maximize your chances of success by designing your panel to include a range of kinds of presentors. Diversity by rank, gender, and/or racial/ethnic background is always attractive to program chairs.

Given widespread frustration with the current talking-head format of APSA panels, with lots of time devoted to presenting papers available to be read on the PROCEEDINGS website or in hard-copy, and little time for real interchange at the panel itself, you can probably strengthen your panel proposal by promising a useful innovation in the panel format. One idea currently attracting attention is to disallow opening presentations by paper presenters, to begin with discussant comments, allow brief responses by presenters, and then open the floor to audience participation. Program chairs are quite likely, I think, to be attracted to ideas that will broaden the base of participation and boost attendance at their panels. In the end it is attendance at panels that determines how many panels each section will be allocated at subsequent annual meetings.

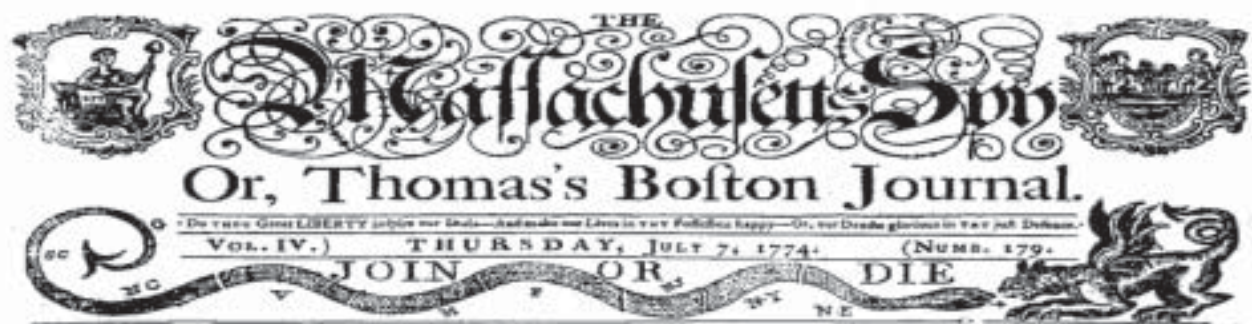
Although the policy is now under review, program chairs in different divisions can share responsibility for a panel, thereby listing a panel as theirs but only using up one half of one of their allotted number of panels. This means that if you propose a panel that crosses the rather arbitrary lines dividing division from division in the official program, you might assist your chances of success by not having to demand from any one program chair a full panel allocation. More often than not, however, this kind of arrangement is brokered directly between the program chairs of different divisions, and not initiated by the panel proposers themselves.

I would also suggest that even if you are not successful as a panel organizer, the activity itself is valuable. By reaching out and discussing your work with colleagues and putting the panel proposal together you are establishing a valuable network of contacts and scholarly comrades. You may also be creating a group which might want to meet informally at the convention to discuss research and plan future initiatives at APSA or at regional meetings. If you do a good job your efforts will also foster positive impressions of you as an active and contributing member of the profession.

With respect to poster sections, whose image as a “consolation prize” for would-be paper presenters APSA is trying hard to change, I suggest that one act assertively if offered the opportunity for a poster. By working with those in charge of the poster sessions, you might well be able to make arrangements for posters related to one’s research to be located next to one another. That will encourage intellectual synergies and interesting conversations, if not with passersby, than with fellow poster-presenters.

I would urge you as well, and I’m thinking now especially of graduate students, to see the sections reflecting your special interests — and especially the Politics and History section — as your home at the APSA. You should make an effort to attend the Politics and History section business meeting and its reception. Get to know the officers, and editors of newsletters, and find out what opportunities exist specifically for someone with your interests and specializations to write for the newsletter, take responsibilities within the section, and join with other members of the section in their plans for participation in future meetings.

I look forward to seeing you in Atlanta and hope that you will come to our section’s business meeting, frolic at our reception, and participate in the excellent array of panels being prepared this year under the supervision of the Politics and History Section program chairs — Andrew Polsky and Gretchen Ritter.



Journal Scan

The scholarly journals examined include those published since the last issue of the newsletter. Periodicals that were not available for scanning will be included in future issues.

Administration and Society

- ◆ Donald L. Gabard and Terry L. Cooper, "Constructs and Dilemmas," 30:4 (September 1998): 339-356.
- ◆ L. Douglas Kiel and Euel Elliott, "Long-Wave Economic Cycles, Techno-Economic Paradigms, and the Pattern of Reform in American Public Administration," 30:6 (January 1999): 616-639.
- ◆ James H. Svara, "Complementarity of Politics and Administration as a Legitimate Alternative to the Dichotomy Model," 30:6 (January 1999): 676-705.
- ◆ Patrick J. Wolf, "Neutral and Responsive Competence: The Bureau of the Budget, 1939-1948, Revisited," 31:1 (March 1999): 142-167.

Administrative Science Quarterly

- ◆ Xavier Martin, Anand Swaminathan, and Will Mitchell, "Organizational Evolution in the Interorganizational Environment: Incentives and Constraints on International Expansion Strategy," 43:3 (September 1998): 566-601.
- ◆ Ranjay Gulati and Harbir Singh, "The Architecture of Cooperation: Managing Coordination Costs and Appropriation Concerns in Strategic Alliances," 43:4 (December 1998): 781-814.
- ◆ Pamela R. Haunschild and Christine M. Beckman, "When Do Interlocks Matter?: Alternate Sources of Information and Interlock Influence," 43:4 (December 1998): 815-844.
- ◆ Martin Schulz, "Limits to Bureaucratic Growth: The Density Dependence of Organizational Rule Births," 43:4 (December 1998): 845-876.

- ◆ James B. Wade, Anand Swaminathan, and Michael Scott Saxon, "Normative and Resource Flow Consequences of Local Regulations in the American Brewing Industry, 1845-1918," 43:4 (December 1998): 905-935.

American Behavioral Scientist

- ◆ Special Issue on "Universities in Troubled Times-Institutional Responses" 42:5 (February 1999).
- ◆ David Tyack, "Monuments Between Covers: The Politics of Textbooks," 42:6 (March 1999): 922-932.
- ◆ Martha Farnsworth Riche, "Cultural and Political Dimensions of the U.S. Census: Past and Present," 42:6 (March 1999): 933-945.
- ◆ Sheldon Hackney, "Higher Education as a Medium for Culture," 42:6 (March 1999): 987-997.
- ◆ Michael Schudson, "Social Origins of Press Cynicism in Portraying Politics," 42:6 (March 1999): 998-1008.
- ◆ M.R.C. Greenwood, Karen Kovacs North, and Judith Dollenmayer, "Whose Millennium? The University as a Medium of Culture," 42:6 (March 1999): 1041-1051.

American Economic Review

- ◆ Sheila E. Murray, William N. Evans, and Robert M. Schwab, "Education-Finance Reform and the Distribution of Education Resources," 88:4 (September 1998): 789-812.
- ◆ Douglas A. Irwin, "Changes in U.S. Tariffs: The Role of Import Prices and Commercial Policies," 88:4 (September 1998): 1015-1026.
- ◆ Miguel Cantillo Simon, "The Rise and Fall of Bank Control in the United States: 1890-1939," 88:5 (December 1998): 1077-1094.
- ◆ Randall S. Kroszner and Thomas Stratmann, "Interest-Group Competition and the Organization of Congress: Theory and Evidence from Financial Services' Political Action Committees," 88:5 (December 1998): 1163-1187.

American Historical Review

- ◆ Rebecca E. Karl, "Creating Asia: China in the World at the Beginning of the Twentieth Century," 103:4 (October 1998): 1096-1118.
- ◆ Sonya O. Rose, "Sex, Citizenship, and the Nation in World War II Britain," 103:4 (October 1998): 1147-1176.
- ◆ Nancy F. Cott, "Marriage and Women's Citizenship in the United States, 1830-1934," 103:5 (December 1998): 1440-1474.
- ◆ Joseph C. Miller, "History and Africa/Africa and History," 104:1 (February 1999): 1-32.
- ◆ Philip T. Hoffman, Gilles Postel-Vinay, and Jean-Laurent Rosenthal, "Information and Economic History: How the Credit Market in Old Regime Paris Forces Us to Rethink the Transition to Capitalism," 104:1 (February 1999): 69-94.
- ◆ Sanjay Seth, "Rewriting Histories of Nationalism: The Politics of 'Moderate Nationalism' in India, 1870-1905," 104:1 (February 1999): 95-116.

American Journal of Sociology

- ◆ Jeffrey Haydu, "Making Use of the Past: Time Periods as Cases to Compare and as Sequences of Problem Solving," 104:2 (September 1998): 339-371.
- ◆ Frank Dobbin and John R. Sutton, "The Strength of a Weak State: The Rights Revolution and the Rise of Human Resources Management Divisions," 104:2 (September 1998): 441-476.

American Journalism

- ◆ Jon Bekken, "A Collective Biography of Editors of U.S. Workers' Papers: 1913 & 1925," 15:2 (Spring 1998): 19-40.

American Political Science Review

- ◆ Robert C. Lowry, James E. Alt, and Karen E. Ferre, "Fiscal Policy Outcomes and Electoral Accountability in American States," 92:4 (December 1998): 759-774.
- ◆ Marc J. Hetherington, "The Political Relevance of Political Trust," 92:4 (December 1998): 791-808.
- ◆ Glen S. Krutz, Richard Fleisher, and Jon R. Bond, "From Abe Fortas to Zoë Baird: Why Some Presidential Nominations Fail in the Senate," 92:4 (December 1998): 871-882.
- ◆ Cary J. Nederman and Antony Black, "The Puzzling Case of Christianity and Republicanism: A Comment on Black," (and Reply by Black) 92:4 (December 1998): 913-922.

- ◆ M. Kent Jennings, "Political Responses to Pain and Loss," 93:1 (March 1999): 1-13.
- ◆ Jonathan N. Katz and Gary King, "A Statistical Model for Multiparty Electoral Data," 93:1 (March 1999): 15-32.
- ◆ Tim Groseclose, Steven D. Levitt, and James M. Snyder, Jr., "Comparing Interest Group Scores across Time and Chambers: Adjusted ADA Scores for the U.S. Congress," 93:1 (March 1999): 33-50.
- ◆ Matthew A. Baum and Samuel Kernell, "Has Cable Ended the Golden Age of Presidential Television?," 93:1 (March 1999): 99-114.
- ◆ Scott C. James and Brian L. Lawson, "The Political Economy of Voting Rights Enforcement in America's Gilded Age: Electoral College Competition, Partisan Commitment, and the Federal Election Law," 93:1 (March 1999): 115-131.

American Politics Quarterly

- ◆ John H. Aldrich, "Political Parties in a Critical Era," 27:1 (January 1999): 9-32.
- ◆ Jeffrey M. Stonecash and Nicole R. Lindstrom, "Emerging Party Cleavages in the House of Representatives, 1962-1996," 27:1 (January 1999): 58-88.
- ◆ Geoffrey C. Layman, "'Culture Wars' in the American Party System: Religious and Cultural Change Among Partisan Activists Since 1972," 27:1 (January 1999): 89-121.

American Review of Public Administration

- ◆ Gregory D. Russell and Robert J. Waste, "The Limits of Reinventing Government," 28:4 (December 1998): 325-346.
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- ◆ Timothy P. Maga, "Ronald Reagan and Redress for Japanese-American Internment, 1983-88," 28:3 (Summer 1998): 606-619.
- ◆ Kimi Lynn King and James Meernik, "The 'Sole Organ' Before the Court: Presidential Power in Foreign Policy Cases, 1790-1996," 28:3 (Summer 1998): 666-686.
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- ◆ Frederick C. Corney, "Rethinking a Great Event: The October Revolution as Memory Project," 22:4 (Winter 1998): 389-414.

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- ◆ Kristin Luker, "Sex, Social Hygiene, and the State: The Double-Edged Sword of Social Reform," 27:5 (October 1998): 601-634.
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- ◆ Barry Friedman & Scott B. Smith, "The Sedimentary Constitution," 147:1 (November 1998): 1-90.
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- ◆ Karen L. Remmer, "Theoretical Decay and Theoretical Development: The Resurgence of Institutional Analysis," 50:1 (October 1997): 34-61.
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- ◆ Hector E. Schamis, "Distributional Coalitions and the Politics of Economic Reform in Latin America," 51:2 (January 1999): 236-268.

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- ◆ Ariela J. Gross, "Litigating Whiteness: Trials of Racial Determination in the Nineteenth-Century South," 108:1 (October 1998): 109-188.

greater racial equality have come only when certain extraordinary conditions have been present. They have come only in the wake of a large-scale war requiring the economic and military mobilization of African-Americans; only when American elites have felt compelled to justify those wars by appeal to the nation's more egalitarian and inclusive, as opposed to its racist, traditions; and only when domestic political movements have pushed U.S. elites to live up to that egalitarian justificatory rhetoric. The three periods of reform when these conditions were present are the First Emancipation, when slavery was ended in the north in the wake of the Revolutionary War; Reconstruction following the Civil War; and the triumphs of the modern civil rights movement, which we argue were incubated first by WW II and then by the Cold War, an extended period in which the three conditions we described remained present. But in between these reform periods, racial progress has always stagnated and in some ways the nation has regressed toward renewed inequalities. There has been enough cumulative progress that, we hope, a war may not be required to achieve further substantial steps

toward racial equality in the future. Still, it is probably unrealistic to expect such equality to come without major governmental efforts of the sort that have brought progress in the past.

Many have already criticized our account as too gloomy. We are accused of overstating the similarity of the present era to the late 19th century's retreat from Reconstruction and of failing to recognize that the nation turned a corner in regard to race in the 1960s. Old racist notions have been decisively discredited; and at any rate the rise of the black middle class and the nation's greater racial and ethnic diversity in the wake of the 1965 Immigration Act mean that forces of opposition to white supremacy are too powerful to render such views serious threats today. To decide whether our critics are correct, I must ultimately write the follow-up volume to *Civic Ideals*, continuing the story of American citizenship laws from where that book ends, in 1912, up to the present. I fully intend to do so; but having spent the last decade and a half working always on one book, sometimes two, I am not writing "Daughter of *Civic Ideals*" just yet. Instead I have been exploring the way race and ethnicity are discussed in American immigration debates from 1965 to the present to consider whether older racial conceptions of American identity have indeed been decisively eclipsed. Important and valuable changes are certainly evident; but the changes are ongoing, and unlike many scholars I find it difficult to dismiss the fact that the best-selling book on immigration in the 1990s has been Peter Brimelow's *Alien Nation*. That book explicitly laments how modern immigration policies have eroded America's traditional white racial hegemony. Brimelow's book was followed by significant anti-immigration legislation both in California (Prop. 187) and at the national level (the 1996 Welfare Reform Act, among other measures). It is true that things are not nearly so bad as in the late 19th century, but neither does it seem to me that attachments to America's traditional racial ordering are no longer important factors in American civic life.

That point leads to the third line of ongoing work I am pursuing in the wake of *Civic Ideals*. Its argument about the power of exclusionary, hierarchical civic narratives in the politics of nation-building poses a normative challenge: can we offer accounts defending membership in a particular political community that avoid sanctioning unjust inequalities and chauvinistic nationalism, if not indeed racism and sexism as in America's past? Should we try to do so? The last chapter of *Civic Ideals* begins developing such an account. It criticizes leading normative discussions of citizenship and political membership for failing to take seriously the character and dangers of the political imperatives involved in nation-building. It responds to those imperatives by arguing that political communities should be seen as complex historical entities, created for certain inevitably partisan purposes but capable of being continued in better rather than worse ways if their members choose to do so. But these arguments are only



Book Notes

Paul Frymer. 1999. *Uneasy Alliances: Race and Party Competition in America*. Princeton: Princeton University Press.

If the two party system encourages competition for votes, why have American political parties failed to contest each other more energetically for African-American votes? Frymer argues that the American two party system actually encourages the electoral capture of black votes — that is, the system permits one party to permit the other to enjoy the overwhelming affiliation of African-American voters. Black voters are left with no alternative but to stay predominantly loyal to a party whose leaders take their support for granted. Of the many reasons for electoral capture, the most important in Frymer's view is that party leaders calculate that an appeal to black voters will cause electoral defeats by alienating large numbers of the white majority. The emerging party system in early nineteenth century created a party system that minimized racial and sectional conflict. After 1865, a similar logic shaped party competition as Reconstruction's electoral potency quickly evaporated. Party rules that ensure African-American influence in party decisions has offset the tendency of the two party system to capture black voters. Frymer challenges "the common belief that a competitive two-party system produces a more democratic and inclusive society," (6) suggesting that even in a system of two "responsible" parties, minority interests may be marginalized.

Robert. W. Speel. 1998. *Changing Patterns of Voting in the Northern United States: Electoral Realignment 1952-1996*. University Park: Penn State University Press.

Speel argues that changes in northern voting patterns since 1952 constitute a realignment, with realignment understood as a gradual process of change in voting patterns that vary for different offices. He concludes that, since 1952, Republican gains in the south have accompanied losses to the Democrats in Northern states. Vermont, once one of the most reliably

Republican states, now routinely votes for Democrats for federal offices and for governor because of the shifting allegiance of native Yankee voters. In neighboring New Hampshire, conservative leadership has "tilted political dialogue rightward" (93), and the ascendance of Goldwater-Reagan Republicanism has caused moderate and liberal Republicans to abandon the party. Rhode Island provides evidence of "federalized realignment": voting patterns between federal and state offices diverge because the differences between the image presented to state voters by the national versus the state parties; party attachments differ by office level (122). The Northern realignment in presidential elections is most evident in the 1992 and 1996 presidential elections. .

Bartholomew H. Sparrow. 1999. *Uncertain Guardians: The News Media as a Political Institution*. Baltimore: The Johns Hopkins University Press.

Why can we consider the new media to be a single actor in the U.S. political system—as is implied by the use of "media" as a singular noun—and why does it matter that the media are an aggregate actor? In *Uncertain Guardians* I argue that the notion that the news media can serve as a fourth estate, a check or countervailing power to the three formal branches of government, is mistaken. Rather, the news media are greatly constrained by the fact that they face serious and similar uncertainties with respect to their political credibility, their access to news sources, and their commercial success. The result of these shared uncertainties is that the major media of the television networks, newsmagazines, and national newspapers have developed the use of similar journalistic practices for the production of political news. At the same time, however, the use of these practices—necessary as they may be in the environment of news organizations—allows both politicians and journalists to manipulate political information, enables government officials to mislead the public, and results in the significant influence of commercial considerations on what gets reported. The consequence is that the news media cannot report the news in the accurate, objective, public-interested way that prominent journalists and their professional codes of ethics promise.

The major media may be considered as single institution by virtue of the hierarchical administration of news organizations and media corporations, the small size of the political universe in which political journalists, politicians, and public officials work and live, the cue-taking prevalent among journalists and news organizations, and the operation of "multivocal" news conventions—news practices that address simultaneously the three uncertainties of journalists' political environment. I then explore five cases from recent history that illustrate the prestige media's inability to serve as a watchdog and their near-identical treatment of important political issues: news coverage with respect to the 1990-1991 Gulf War, the crash of KAL 007 in 1983, the Savings and Loan debacle of the mid-1980s, the spread and treatment of AIDS in the early 1980s,

and research on a cure for cancer in the 1980s and 1990s by a Canadian scientist, Gaston Naessens. I conclude by proposing reforms in public policy, journalism, and the education and behavior of individual Americans so as to alter the current condition of political communication.

David F. Ericson and Louisa Bertch Green, eds. 1999. *The Liberal Tradition in American Politics: Reassessing the Legacy of American Liberalism*. New York: Routledge.

The volume is comprised of essays presented at conference at the University of Chicago in November, 1996. The essays include research on African-American thought (by Gayle McKeen), proslavery thought (by David F. Ericson), contestations over citizenship during reconstruction (by Carol Horton) and the Progressive era (by Carol Nackenoff), and the cultural dimensions of Supreme Court decision-making (by Ronald Kahn). Several essays explore the microfoundations of American political development, including the conceptions of rationality (Ira Katznelson) and the nature of the "public" (Louisa Bertch Green). Karen Orren and Stephen Skowronek address the development of political institutions. Rogers Smith addresses the question of the meaning of American political development viewed through the prism of one or more traditions of ideas and the way that approach advances or impedes research.

Keith E. Whittington. 1999. *Constitutional Construction: Divided Powers and Constitutional Meaning*. Cambridge: Harvard University Press.

The elaboration of constitutional meaning is most often understood as a process of "interpretation," modeled on the judicial enforcement of ordinary law. This book argues that our system has left additional space for other actors to behave constitutionally. It shows that presidents, legislators and even private citizens have been key players in defining constitutional meaning, reinterpreting cherished national traditions, and altering our fundamental political practices. The maintenance of our Constitution depends as much on the actions of elected government officials as it does on unelected judges. In debating constitutional meaning and reshaping inherited ideas and institutions, political actors determine the possibilities and limits of future government action. This book puts the Constitution back into a political context. Constitutional structures shape political outcomes, and the political arena is often the primary forum for settling contested constitutional meaning. The project of constructing a workable constitution is an integral part of the American political experience and is not constrained to a handful of founding moments. The book reintegrates political institutions and norms into our constitutional framework and emphasizes the extent to which the political actors work to create, institutionalize and enforce their own understandings of constitutional meaning. The book develops its argument through detailed case studies of the Jeffersonian impeachment of Justice Samuel Chase, the Jacksonian nullification crisis and tariff controversy, Reconstruction and the impeachment of President Andrew Johnson,

and the struggles over presidential power during the Nixon era. - contributed by Keith Whittington

Richard J. Ellis, ed. 1998. *Speaking to the People: The Rhetorical Presidency in Historical Perspective*. Amherst: University of Massachusetts Press.

Contents: * David K. Nichols, "A Marriage Made in Philadelphia: The Constitution and the Rhetorical Presidency." * Richard J. Ellis and Stephen Kirk, "Jefferson, Jackson, and the Origins of the Presidential Mandate." * Mel Laracey, "The Presidential Newspaper: The Forgotten Way of Going Public." * Gerald Gamm and Renee M. Smith, "Presidents, Parties, and the Public: Evolving Patterns of Interaction, 1877-1929." * Richard J. Ellis, "Accepting the Nomination: From Martin Van Buren to Franklin Delano Roosevelt." * Terri Bimes and Stephen Skowronek, "Woodrow Wilson's Critique of Popular Leadership: Reassessing the Modern-Traditional Divide in Presidential History." * Daniel Stid, "Rhetorical Leadership and 'Common Counsel' in the Presidency of Woodrow Wilson." * Sidney M. Milkis, "Franklin D. Roosevelt, Progressivism, and the Limits of Popular Leadership." * Jeffrey K. Tulis, "Reflections on the Rhetorical Presidency in American Political Development."

Daniel Rogers. 1998. *Atlantic Crossings: Social Politics in a Progressive Age*. Cambridge: Belknap.

Rogers examines the "Atlantic era in social politics," the years between the 1870s and World War II. During these years, north Atlantic nations coped with common problems of industrialization and energetically drew lessons from one another about solutions to these problems. Rogers examines lesson drawing among policy intellectuals in the areas of (among others) urban planning, worker insecurity, housing, health, agriculture, and the economic depression.

Call for Book Manuscripts Middlebury College Series in Environmental Studies

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sketched in that chapter, and as I was completing *Civic Ideals*, both the normative and empirical scholarship on citizenship and nation-building expanded exponentially, spurred by the redrawing of national boundaries after the fall of the Soviet Union, the rise of the European Union, and the increased recognition for rights of aboriginal peoples in various countries. Hence I am currently trying to master these literatures and elaborate the normative arguments in *Civic Ideals* in light of them.

Clearly, there remains a lot to do in pursuing the inquiries already heftily embodied in *Civic Ideals*. People sometimes ask me where my passion for this work comes from, and sometimes I ask myself that. As I indicate at the outset of *Civic Ideals*, much of it comes from the family tensions I experienced as a boy raised in Abraham Lincoln's Springfield who regularly visited his South Carolina relatives during the civil rights era. Recently I read an excellent book that made those tensions again vivid for me: Susan Millar Williams' *A Devil and A Good Woman, Too*. It is a biography of Julia Mood Peterkin, who was the wife of a South Carolina plantation owner during the 1920s when she took up writing at the age 40. Resentful at her treatment by both her husband and father, she wrote candidly about the black women who worked for her, admiring their sexual independence while detailing the brutal oppressions they experienced. These works won her the praise of H. L. Mencken, Carl Sandburg, and W. E. B. Du Bois, and she received the Pulitzer Prize for fiction in 1929. Yet at the same time, she remained a loyal member of the southern white ruling class; whites were never directly portrayed unfavorably in comparison to blacks in her stories. In this she was replicating a dualism long present in her family. Her grandfather, Henry Mood, had been an antislavery Methodist minister who nonetheless owned slaves, hiring others to discipline them because he would not himself raise a hand to them. Her father, Julius Mood, was a widely admired doctor, but he also had participated in armed efforts to prevent blacks from voting, and he wrote the *New York Times* in 1882 that the central issue of national life was "Africanism versus Americanism." Julia tried for a time to be both a heroine to liberal intellectuals and a refined southern white woman, but her Mood relatives severely criticized her for glorifying blacks. Eventually she abandoned both writing and all support for racial equality.

As a result, most of her northern admirers repudiated her, and she fell into obscurity. And, sadly, many of her southern relatives never forgave her either. This latter fact I now know well, because some of her relatives were also mine, the same families I was visiting in the 1960s. She was a cousin of the grandfather for whom I am named. Her plantation was outside Columbia, where he lived, and the families regularly met. But to the best of my recollection, none of my Mood relatives ever discussed this once-famous family member when I was growing up. I only learned of her three years ago.

For me, that silence tells volumes about how I came to believe so strongly that America was shaped by multiple traditions, including both highly valued racist and anti-racist ones, in ways that we have often refused fully to acknowledge. Those beliefs in turn led me to write a book that, ironically, was itself a finalist for the Pulitzer Prize (and even better, a co-winner of the Greenstone!). If there is a lesson in that for other scholars, it is, I think, that you should not be afraid to trust what you believe you know best, even when, especially when, much of the field seems to disagree.

—Rogers Mood Smith

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5

The conferences were organized by David Brady of Stanford University and Mathew McCubbins of the University of California, San Diego. The papers presented at these two conferences should advance our understanding of how the most important legislature in the world operates. The papers should also improve the state of knowledge about the political development of Congress, national political parties, elections, and public policy making.

Papers were presented by John Aldrich, Mark Berger, Joe Cooper, Gary Cox, Kenneth Finegold, Gerald Gamm, Brian Humes, Jeffrey Jenkins, Cal Jillson, Keith Krehbiel, Skip Lupia, Nolan McCarty, Mathew McCubbins, Keith Poole, David Rohde, Howard Rosenthal, Brian Sala, Barbara Sinclair, Steve Smith, Charles Stewart III, Randall Strahan, Elaine Swift, Sean Theriault, Richard Vallery, Barry Weingast, Rick Wilson, Alan Wiseman, and Garry Young.

Comments and discussion of the papers were provided by Joel Aberbach, John Aldrich, Doug Arnold, Kathy Bawn, Sarah Binder, David Brady, Andrea Campbell, Melissa Collie, Gary Cox, Dick Fenno, John Ferejohn, Brian Gaines, Gerald Gamm, Brian Humes, Pat Hurley, Gary Jacobson, Scott James, Mickey Keller, Rod Kiewiet, Skip Lupia, Mathew McCubbins, Mike Munger, Samuel Patterson, Keith Poole, Barbara Sinclair, Steve Smith, Charles Stewart III, Elaine Swift, Craig Volden, Barry Weingast, and Garry Young. A conference volume is forthcoming with Stanford University Press.

brought a fresh perspective to the discipline. In its early years, APD seemed united by a common analytical and theoretical interest. But the (counter?) revolution is over, and APD seems to have fragmented. Much of the discipline has now embraced the concern with institutions that once distinguished those interested in American political history. By the time that Kent Weaver and Bert Rockman edited a volume entitled *Do Institutions Matter?* in 1992, the question hardly seemed worth asking for there were few left who would answer in the negative.

But if everyone now believes that institutions matter, then what is the continuing distinctive contribution of APD? To many both inside and outside the field there does not appear to be any answer to that question. The Politics and History section is firmly established with a substantial membership. The field has its own journals and its own panels at conferences. Perhaps most significantly, departments are beginning to recognize the category of “politics and history” as a factor in hiring decisions. Job listings are starting to appear that list a specialization in history or even APD as a qualification, and many departments are starting to feel the need to have someone who “does history” on the faculty. But judging by publications, conference presentations, and conversations, such institutional success masks an increasingly hollow intellectual core.

For many of those entering the field, American Political Development seems to mean little more than “politics and history.” “Doing history,” in turn, merely requires discussing events that occurred prior to 1960 that can, in some fashion, be linked to politics. Without the motivation of overturning the hegemony of behaviorism, the study of American political history becomes an end in itself. Many seem to think that APD is defined by its subject matter, not its questions. “History” becomes an area of study, like the presidency or interest groups, but one that would seem to fit uncomfortably in the discipline of political science. The result is often work that employs historical material, but does not make any particular political point. Beyond an obligatory reference to leading works in the APD literature in the introduction, such works quickly lose sight of the theoretical interests of political science. Such “interdisciplinary” research becomes inappropriate for either political science or history, often failing to meet either the analytical concerns of the former or the evidentiary concerns of the latter. Alternatively, research lays claim to the APD label simply through the use of historical data. Historical data sets are employed, but only to provide further material with which to examine very present-minded political models and theories. Historical material is discussed or referenced with no real historical sensibility and without reference to traditional APD debates or literatures.

Perhaps this is a sign of professional success and maturity. As the field expands, it is natural that the different interests within the field become more diverse. Certainly for most fields in

political science - whether focusing on institutions, political behavior or political subjects - do not have a distinct “agenda” that motivates and unites those working within them. Although APD has for many years been nearly synonymous with the study of American history within political science, it may be natural that over time the category of “politics and history” will expand to include far more than APD. To some degree, this has clearly happened. Those approaching historical sources from other theoretical perspectives find their own research questions and have little concern with the traditional questions that guided APD research. Unfortunately, APD may not be maintaining a distinct identity of its own amidst this diversity of historically oriented political science. With no monopoly over either historical subject matter or “institutionalist” rhetoric, APD seems to find itself with a less distinctive presence within the discipline and a less certain audience for its work. If a pioneering interest in institutions no longer unites the field, then those who once saw themselves as part of a coherent field concerned with political history may drift back into the diverse subfields from whence they came, whether urban politics, the presidency or public policy. Will we still have anything to say to each other if we only share an interest in American history? APD may have been itself a historically specific field of inquiry that will soon go the way of community studies. It played an important role in countering some of the extreme tendencies of research methods and assumptions of the 1960s and 1970s and helped sustain a community of scholars who were marginalized by the discipline as a whole. As those battles recede in time, and as the lessons taught by APD are integrated into the larger discipline, APD may become less important as a separate enterprise.

Shifts within the larger discipline have raised methodological challenges for the field as well. APD advertised itself as methodologically open at a time when fierce methodological battles were being waged elsewhere in the discipline. Nonetheless, the leading works in APD were interpretive, emphasizing the interdisciplinary links with history and the many connections within the subfield to political theory and comparative politics. In its inaugural issue, *Studies* emphasized its methodological openness, and it has in fact published a handful of articles employing quantitative data. Nonetheless, *Studies* is notable for its prevalence of interpretive essays in a discipline in which such an approach is increasingly not represented in the major journals. It is no accident that APD friendly journals such as *Studies*, *Journal of Policy History*, and *Social Science History* feature interpretive essays and have come to occupy a methodological as well as substantive niche within political science and that a majority of the officers of the Politics and History section have been primarily qualitative in their orientation not quantitative or formal. Within much of the discipline, interpretive methods are themselves under attack, and APD has come to represent a refuge for those who continue to employ them. But one might wonder how long APD can serve as a protective shield for interpretive work from those who say that it is “not really

American politics” or “not really political science,” if the interpretive and historical research is not driven by an identifiable and shared research agenda.

As other methods are brought to bear on historical material, such research is increasingly being driven by questions that are foreign to the traditional APD literature. The increasing diversity of methods employed in the study of political history raises questions as to whether APD can successfully synthesize the insights of multiple methodological perspectives or whether it is wedded to an interpretive methodology. Interpretive and non-interpretive political scientists working with historical materials often tend to self-select into different groups. Not only do they publish in different journals, but they also tend to present their research at different panels even within the Politics and History division at conferences. Researchers employing quantitative or formal methodologies are often segregated into distinct panels with names like “new approaches to” or “new perspectives on” political history. The methodological gap between panels often reflects an underlying substantive and analytical gap between “traditional” APD scholars and many of those now seeking to “do history.” Rather than becoming a common ground upon which those with different methodological inclinations can meet, it has become contested territory carved up and occupied by those with little interest in one another.

The split would seem to be both attitudinal and analytical. Training in quantitative and formal methods tends to come with an implicit set of research questions attached. Congressional studies raises this tendency in particularly striking terms. With some prominent exceptions, scholars in the American Political Development tradition have never fully integrated Congress, as they have other important political institutions such as the bureaucracy, the presidency, political parties, and the courts. The absence is striking because Congress has historically been an important institution in American politics - indeed, the call for the return of the state was in part a reaction to the importance of legislatures in American government. The lack of attention to Congress by APD is also interesting because congressional studies has traditionally supported “historical” work. Quantitative studies of legislative roll call votes, for example, often sweep across decades and even centuries. Most recently, Keith Poole and Howard Rosenthal have aggregated every vote of every member of ever Congress into a single data set. But this historical data has been amassed and used to answer questions posed by economic theories of politics rather than those posed by American political development. Congressional studies has been revolutionized by the “positive theory of institutions,” but hardly touched by the “historical new institutionalism.”

Does APD still have a common project and a distinct perspective, or are there many conversations at separate tables sharing only a common historical data set? APD has often been sold to the rest of the discipline as “politics and history,” but it may be time to emphasize that “history” is of secondary concern.

As debates over the periodization of electoral realignments and the political importance of state institutions have receded in importance, the analytical subtext to the study of political history can no longer be taken for granted. APD still aspires to be something other than American history as written by political scientists. Presumably, we bring our own sets of concerns and interests to the historical material, but those interests may be less evident as the debates that motivated early APD work lose salience. At the same time, many of those who are interested in American Political Development do not primarily use historical materials or methods. Just as many scholars are approaching historical materials from the perspective on contemporary politics, it may be worth developing the ways in which scholars can and do approach contemporary material from the perspective of APD.

It does seem to me that APD continues to represent something distinctive even as historical data and institutionalist perspectives become commonplace. Significantly, APD is developmental. It examines how we got to where we are and how events feed into each other in distinctive ways. The common formulation that APD is interested in political change may not be adequately descriptive. After all, increasingly other analytical approaches are emphasizing comparative statics, the maintenance of equilibria, and the processes by which political systems move from equilibrium to disequilibrium and back again. APD seems uniquely concerned with how political events build on one another and not simply with how they change. The increasingly common notion of “path dependence” offers some points of connection between APD and more economic approaches to politics, as well as a potentially useful focus on the mechanisms that constrain and direct political activity. More generally, APD can continue to make a useful contribution in demonstrating the ways in which the present is affected by the past, and how current decisions might affect the future.

Similarly, APD, and interpretive methodologies, seems particularly sensitive to how political structures are layered on to one another. The existence and interaction of multiple orders may be one of the surprising developments of APD. The analysis of multiple orders emerged out of an institutionalist perspective, but has since taken on an independent significance distinct from traditional concerns with state capacity or periodization schemes and has allowed for the integration of institutionalist and regime analytical perspectives. APD is at least as concerned with how the various features of a given political context are interlocking as with how they can be disaggregated. Interpretive APD preserves the complexity of political life in counterpoint to the reductive aspirations of quantitative and formal approaches to studying politics. It remains a challenge, however, to convince the profession that such an anti-reductionist perspective is a necessary component of the discipline and why it cannot be usefully replaced with “analytical narratives.”

Less analytical than substantive, it may be worth noting that American Political Development has also been the preserve of those interested in issues of class and political economy, broadly defined. Although class could easily be raised in other contexts, APD appears to be one of the few places in the discipline that elevates it to a primary concern. A central motivation of research in American political development has been explaining the absence of socialism in the United States. Although the question can be framed quite narrowly, it opens a multitude of lines of inquiry. The issues raised by that basic question underlie such founding works in the field as Theda Skocpol's and Stephen Skowronek's research into the growth of the state, and somewhat differently and earlier Walter Dean Burnham's examination of electoral realignments and the evolution of the party system. Such issues are recurrently and differently raised by many of the Greenstone and Follett prize-winning books and articles, from Karen Orren's *Belated Feudalism* to Rogers Smith's *Civic Ideals* to Hugh Heclo's "The Sixties' False Dawn." These common concerns help link the theoretical and cultural wings of APD interested in the liberal consensus and American studies with the "empirical" and institutionalists wings interested in state-building and policy-making.

"Political economy" has become ubiquitous in political science, but it has also become exceedingly narrow. It now refers to a methodology more than it does to a subject matter. Even as an approach to the intersection between politics and the economy, it excludes important questions that were once of great concern to the discipline and remain of concern to those who study American political development. APD has sustained a place for the examination of the role of ideas and social mobilization in economics, of the possibility of alternative social and economic arrangements, of the political, legal and ideological structures that maintain a particular economic system. Although such efforts have been criticized as too "macro" and indeterminate, they also keep important "big picture" questions on the professional agenda. A sufficiently "micro" perspective can often pick out the pluralistic competition of interests in any political context, but the longer

perspective of APD helps emphasize the contingency of the status quo.

Undoubtedly, these facets of APD do not exhaust the field's characteristics, but I think they do suggest the analytical core of American political development. Notably, these lines of inquiry imply a deeply historical sensibility, but not necessarily a historical subject matter. Current events can be historicized and examined in developmental terms as readily as distant ones. Likewise, it points to the broader agenda that motivated the call for the return of the state and survives the general acceptance of both the importance of institutions to politics and the value of historical data. It helps explain why the interdisciplinary enterprise of APD should not be collapsed into mere history and why it has a continuing role to play in the discipline of political science and in the study of American politics. And it at least suggests the basis for recognizing and sustaining a common conversation among those of us interested in "politics and history."

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