



International Organization

Richard C. Eichenberg and Russell J. Dalton Public Support for European Integration

Paul Midford

International Trade and Domestic Politics

Martha Finnemore

International Organizations as Teachers of Norms

Jeffrey W. Knopf

Domestic-International Interaction in the INF Talks

Madeleine O. Hosli

Voting Power in the EC Council of Ministers

Edited at the University of Southern California Published quarterly by The MIT Press Founded in 1947, and supported, by the World Peace Foundation

EDITORIAL BOARD

John Gerard Ruggie, Chairperson

David A. Baldwin Thomas J. Biersteker Barry Buzan Benjamin J. Cohen Peter F. Cowhey Jack Donnelly Barry Eichengreen Albert Fishlow Jeffry Frieden Judith L. Goldstein Joanne Gowa Joseph M. Grieco Stephan Haggard Miles Kahler Peter Katzenstein Robert O. Keohane Stephen D. Krasner Friedrich V. Kratochwil David A. Lake Charles S. Maier

Editor: John S. Odell *Managing editor:* Candyce Kornblum Anger

INTERNATIONAL ORGA-NIZATION invites the submission of manuscripts on all aspects of world politics and international political economy. Abstracts, manuscripts, and footnotes should be double-spaced. Footnotes should be numbered consecutively and placed at the end of the manuscript. Submit three copies (printed on one side of the page only), along with a statement of each author's affiliation, to the Editor, International Organization, Center for International Studies, University of Southern California, Los Angeles, CA 90089-0035. Authors may expect a decision within two months of the Editor's receipt of a manuscript.

Statements and opinions expressed in *International Organization* are the responsibility of the authors alone and do not imply the endorsement of the Board of Editors, the Board of Trustees of the World Peace Foundation, the University of Southern California, or The MIT Press.

International Organization (ISSN 0020-8183) is published quarterly (winter, spring, summer, and autumn) by The MIT Press, Cambridge, MA 02142. Subscriptions and address changes should be addressed to MIT Press Journals, 55 Hayward Street, Cambridge, MA 02142; (617) 253-2889; E-mail: journals-orders@mit.edu. Subscriptions are on a volume year basis. Rates are: Individuals \$35.00, Institutions \$85.00, Students/Retired \$25.00. Outside U.S. add \$14.00 for postage and handling. Canadians add additional 7% GST. Current issues are \$22.00. Back issues are: Individuals: \$11.00, Institutions \$22.00. Outside U.S. add \$5.00 per issue for postage and handling. Canadians add additional 7% GST. To be honored free, claims for missing issues must be made immediately upon receipt of the next published issue. Prices subject to change without notice. Second Class postage is paid at Boston, MA, and at additional mailing offices. International Organization is distributed by Ubiquity, 607 Degraw St., Brooklyn, NY 11217, (718) 875-5491. International Organization is abstracted or indexed in the following: Academic Abstracts, ABC Pol Sci, America: History and Life, Applied Social Sciences Index & Abstracts, Current Contents/ Social & Behavioral Sciences, International Bibliography of Economics (also in IBSS), International Bibliography of the Social Sciences/Political Science, International Political Science Abstracts, Journal of Economic Literature, Magazine Index (Information AcTimothy J. McKeown Helen V. Milner John S. Odell Ronald Rogowski Duncan Snidal Jack Snyder Janice Stein Beth V. Yarbrough Oran R. Young Mark W. Zacher

Review editors: Janice Stein Beth V. Yarbrough

> cess Company), Middle East: Abstracts and Index, Public Affairs Information Service/ PAIS, Social Sciences Citation Index, Social Sciences Index, Social Science Source. Advertising and Mailing List Rental: Please write to Marketing Manager, MIT Press Journals, 55 Hayward Street, Cambridge, MA 02142 USA, or telephone (617) 253-2866, e-mail: journals-info@mit.edu.

Rights and permissions: All inquiries concerning rights and permissions should be sent to Subsidiary Rights Manager, MIT Press Journals, 55 Hayward Street, Cambridge, MA 02142. Email: journalsrights@mit.edu.

Permission to photocopy articles for internal or personal use or the internal or personal use of specific clients is granted by The IO Foundation and the Massachusetts Institute of Technology for libraries and other users registered with the Copyright Clearance Center (CCC), provided that the fee of \$3.00 per copy is paid directly to CCC, 222 Rosewood Drive, Danvers, MA 01923. The fee code for users of the Transactional Reporting Service is 0020-8183/93 \$3.00. For those organizations that have been granted a photocopy license with CCC, a separate system of payment has been arranged.

© 1994 by The IO Foundation and the Massachusetts Institute of Technology ISSN 0020-8183 This publication is printed on acid-free paper.

International Organization Volume 47, Number 4, Autumn 1993

Articles

Europeans and the European Community: the dynamics of public support for European integration Richard C. Eichenberg and Russell J. Dalton	507
International trade and domestic politics: improving on Rogowski's model of political alignments <i>Paul Midford</i>	535
International organizations as teachers of norms: the United Nations Educational, Scientific, and Cultural Organization and science policy Martha Finnemore	565
Beyond two-level games: domestic-international interaction in the intermediate-range nuclear forces negotiations <i>Jeffrey W. Knopf</i>	599
Research note	
Admission of European Free Trade Association states to the European Community: effects on voting power in the European Community Council of Ministers Madeleine O. Hosli	629

Contributors

Russell Dalton is Professor and Chair in the Department of Politics and Society, University of California, Irvine.

Richard C. Eichenberg is Associate Professor of Political Science and director of the International Relations Program at Tufts University.

Martha Finnemore is an Assistant Professor of Political Science and International Affairs at George Washington University, Washington, D.C., and was Visiting Fellow, 1991–92, at the Center for International Security and Arms Control, Stanford University, Stanford, California.

Madeleine O. Hosli is Senior Lecturer at the European Institute of Public Administration, Maastricht, Netherlands.

Jeffrey W. Knopf is Assistant Professor at the School of International Relations, University of Southern California, Los Angeles.

Paul Midford is a Ph.D. candidate in the Department of Political Science, Columbia University, New York City. Currently, he is a Visiting Researcher at the Research Institute for Peace and Security, Tokyo.

Abstracts

Europeans and the European Community: the dynamics of public support for European integration

by Richard C. Eichenberg and Russell J. Dalton

Europeans evaluate the European Community (EC) according to its economic performance, political salience, and role in international relations. During the last two decades their measured attitudes toward European integration warmed especially when inflation rates fell, as the EC share of the country's trade expanded, when EC elections and referenda increased attention to the community, and to some extend during periods when East-West relations were relaxed. Europeans did not vary their support according to their countries' shares of the Brussels budget. Thus, notwithstanding Denmark's 1992 rejection of the Maastricht treaty and the end of the cold war, recent EC reforms that increase monetary stability, intra-European trade and political attention are all likely to maintain or increase citizen support for the EC. These findings result from a model that blends comparative political economy with international relations in one of the first applications of pooled cross-sectional and time-series analysis to the comparative study of public opinion.

International trade and domestic politics: improving on Rogowski's model of political alignments

by Paul Midford

Ronald Rogowski's work offers valuable insight into the impact of changing trade exposure on domestic politics. Exploring the political implications of the well-known factor endowments model of international trade theory, Rogowski argues that owners of relatively abundant productive factors will form a free-trading coalition against owners of relatively scarce productive factors, who will align in favor of protection. Rogowski's parsimonious three-factor version of the factor endowments theory—although offering valuable insight into the politics of less developed economies, including today's developed economies in earlier centuries—produces significant anomalies when applied to advanced economies. Intuitive logic and empirical research, especially the Leontief paradox, suggest that the highly complex division of labor found in developed countries will confound the simplicity of the three-factor model. Edward Leamer's multifactor model suggests solutions to the anomalies that afflict Rogowski's simpler model when applied to recent politics in the United States and Europe.

International organizations as teachers of norms: the United Nations Educational, Scientific, and Cultural Organization and science policy by Martha Finnemore

Most explanations for the creation of new state institutions locate the cause of change in the conditions or characteristics of the states themselves. Some aspect of a state's economic, social, political, or military situation is said to create a functional need for the new bureaucracy which then is taken up by one or more domestic groups who succeed in changing the state apparatus. However, changes in state structure may be prompted not only by changing conditions of individual states but also by socialization and conformance with international norms. In the case of one organizational innovation recently adopted by states across the international system, namely, science policy bureaucracies, indicators of state conditions and functional need for these entities are not correlated with the pattern for their adoption. Instead, adoption was prompted by the activities of an international organization which "taught" states the value of science policy organizations and established the coordination of science as an appropriate, and even a necessary, role for states. This finding lends support to constructivist or reflective theories that treat states as social entities shaped by international social action, as opposed to more conventional treatments of states as autonomous international agents.

Beyond two-level games: domestic-international interaction in the intermediate-range nuclear forces negotiations by Jeffrey W. Knopf

The currently popular concept of two-level games suffers from certain shortcomings as an approach to studying the interaction between domestic- and international-level variables. In the two-level game approach, different types of domestic-international interaction are insufficiently distinguished, and special dynamics of cases involving third parties like military allies are not adequately recognized. This article modifies the two-level game concept by specifying three forms of domestic-international interaction and adding a third level to the framework. The utility of this new "three-and-three" approach is illustrated through analysis of the U.S.–Soviet negotiations on intermediaterange nuclear forces in the 1980s. This analysis generates new hypotheses suggesting that domestic actors can shape the agenda for international negotiations and that certain forms of domestic-international interaction tend to bring about large changes in the positions of the principal parties to a negotiation.

Admission of European Free Trade Association states to the European Community: effects on voting power in the European Community Council of Ministers

by Madeleine O. Hosli

Several member states of the European Free Trade Association have applied for admission into the European Community (EC). Paradoxically, enlarging the EC in this way will expand the voting power of Luxembourg, the smallest EC member state, in the EC Council of Ministers but diminish the power of the other states. In an EC with more members, voting by unanimity increasingly becomes an impractical decision-making procedure. As the Single European Act and possibly also the Treaty on European Union are being implemented, the distribution of EC council voting power takes on growing importance, since the range of issues to be decided by qualified majority votes increases considerably. Moreover, there are tendencies within the EC to render decision making more transparent and to publish member states' positions taken in majority votes. Thus, the distribution of voting power will increasingly be a crucial aspect for the EC.