The introductory statement to the plenary session of the Ninth World Congress of the International Political Science Association announces the first of two major themes, politics between economy and culture. This theme is described as investigating the culture-economy dialectic at all levels of politics -- global, territorial, national, community, and individual. The statement describes several models and analytical tools related to the disciplines at the two polar ends of the dialectic: economics and linguistics. The papers presented within this theme are on the following topics: Economic Models for Political Analysis: Markets, Elections, Public Goods; The Cultural Analysis of Political Action: Codes, Meanings, Styles; Models of Policy: Social, Economic, Cultural; Center vs. Periphery: Economic, Culture and Ideological Dimensions of Territorial Conflict; Economic Class and Cultural Identity; The Politics of Linguistic Conflict; Religion as a Factor in Identity-Building; Economy and Culture in the Politics of Nation-Building; The Politics of Regional Integration; Economic Interdependencies and Cultural Entrenchments; The Political Roles of Violence; and the Political Economy of Mass Communications. Instructions for ordering conference materials are included. (Author/KSM)
Theme I

POLITICS BETWEEN ECONOMY AND CULTURE
LA POLITIQUE ENTRE L'ECONOMIE ET LA CULTURE

Stein Rokkan

"INTRODUCTORY STATEMENT"
Colleagues, friends, ladies and gentlemen,

the first of the major themes of this Ninth World Congress is:

POLITICS BETWEEN ECONOMY AND CULTURE.

You will naturally ask: What led us to choose this particular theme for this particular Congress? What did we have in mind, and what did we hope to achieve?

There is no one simple answer: there are several layers of answers.

First the obvious actuality of this theme is this city: we are living amidst a great variety of manifestations of conflict, of strain between economic exigencies and cultural cravings, and these manifestations pose crucial problems for the science of politics, whether we engage in worldwide comparisons, whether we study our host country Canada, or concentrate on this great city of Montreal.

We see reflections of this culture-economy dialectic at all levels of politics: at the global level in the study of dominance, interdependence and dependence in the international system, at the level of the territorial polity in the study of advancing centres and resisting peripheries, at the level of the local community in the study of the interaction of economic and cultural elites, of the spread of ideologies of opportunity versus ideologies of identity, of the dialectic of individual exit and collective voice.
The conflict, the strain between culture and economy goes deep into the heart of our discipline: it is a constant source of challenge to theory-building and it also forces us to ask questions about the distinctiveness of our models and our analytical tools and to keep a close watch on developments in the disciplines at the two polar ends of the dialectic: economics and, among the sciences of culture, linguistics.

In my own work on nation-building and mass politics in Europe I have again and again been confronted by the challenge of this dialectic. I have tried to systematize the historical information on electoral developments and the growth of party systems and have been struck by the extraordinary dynamics of interaction between the spread of the economic revolution and the thrust of the cultural response. I have become increasingly convinced that the great variations in the ways mass politics came to be structured in Europe will have to be explained through a dynamic model for differences over time in the interaction of conflicts in the economy and conflicts over cultural standardization: a model, in fact, of the cross-currents produced by the Industrial and what I call the National Revolution. I have not applied this model to other regions, but I have discussed similar schemes of analysis with scholars active in the study of a wide variety of societies across the world and the conclusion is very much the same: to understand variations in the internal structuring of territorial politics we have to develop tools for the analysis of the interaction, the interpenetration of economic processes and cultural reactions. We cannot hope to approach a general theory of political systems without a thorough analysis of the ways in which economy and culture interact in the extraction and use of resources, in the definition and the categorization of memberships, in the control and the differentiation of boundaries.
My own work on the history of mass politics in Europe has brought me to the conviction that our next great job in political science is the systematic study of borders and boundaries: not just of territorial lines of division but of the processes making for a weakening or a strengthening of the control of transactions across systems. In studying the politics of boundary-building and boundary differentiation we shall clearly have to learn a great deal from economists and economic historians but we shall also have to pay increasing attention to the theories and the findings of the students of communication, quite particularly the linguists.

My own work on variations in the conditions of nation-building in Europe has been profoundly influenced by two great economic thinkers, Harald Adams INNIS and Albert O. HIRSCHMAN.

Harold INNIS's great achievements have long been recognized among economists and also have become widely known among philosophers and sociologists of communication. However, his work has not yet entered the central corpus of comparative political science. This is strange and regrettable: most political scientists have perhaps been rebuffed by his shameless display of historical erudition and by the many cryptic transitions of his reasoning. I hope very much that the discussions at this Congress will help to make his work better known. I would strongly urge our Canadian colleagues to organize one or two symposia on the implications of INNIS's work for current theorizing in comparative politics: there is a great need for systematic translation of his core concepts and analyses into the language of contemporary research.
From my particular perspective, Harold Innis made one decisive contribution: he showed how changes in the technique and in the economy of communication over long distances conditioned the territorial reach and the cultural content of political systems. Innis's great strength as a scholar lay in his uncommon grasp of concrete details and his extraordinary ability to see connections, parallels, isomorphies. He had started out by studying the standard staples of the Canadian economy, fur, cod, minerals, but had become increasingly impressed by the importance of long-distance transportation and communication in the development of economic empires. He devoted the last years of his life to the study of the great staples required for cultural communication: papyrus, parchment, paper. These are the studies of most importance for the comparative theory of political systems. Innis shows convincingly how the transition from oral to written communication favoured the development of the Hellenistic and the Roman empires and how the transition to paper and printing prepared the ground for the great organizational innovations of the modern age: the network of trading centres and the bureaucratic nation-states. Innis saw very clearly that the same technological developments underlay the two great changes of the 16th to the 18th centuries: the boundary-transcending force of commercial capitalism and the boundary-accounting force of vernacular national culture. This was Innis's greatest achievement: he focussed attention on the technology of communication underlying the economy-culture dialectic.

Innis paid only passing attention to the politics of the new media of the 20th century: radio, film, television. At this Congress, one of the Commissions under our theme I will focus on the political consequences
of the printed versus the electronic media: the Commission headed by our colleague Alfred GROSSER. But this Commission deals with the media of communication to the masses. INNIS was much more concerned with the consequences for polity-building of changes in the technology of person-to-person communication, whether in armies, territorial bureaucracies or commercial or industrial corporations. If he had lived to analyze in detail the consequences of the electronic revolution he would not only have had to consider the telephone but also the technology of bugging and taping. He would have been fascinated by the politics of Watergate: the disruption of political culture brought about by electronic listening devices, the blurring of the boundaries between private and public, oral and recorded, communication.

INNIS focussed on the over-all functions of technologies of communication for the emergence and decline of systems of long-distance control, whether empires, nation-states or multi-national corporations. By contrast, the economist HIRSCHMAN is less concerned with the origins or the fate of such large-scale systems and more with ways of responding to them: with strategies in coping with decline in performance. In his intriguing Exit, Voice and Loyalty, HIRSCHMAN presents a simple model for the analysis of communications between the recipients and the providers of goods, services, facilities, policies: communications between customers and firms, employees and employers, parents and school authorities, taxpayers and officials, subjects and governors. What makes this essay of such great interest is not the attempt to analyze political processes in economic terms, we have seen a plethora of such attempts in the recent decade: what makes
it intriguing is the attempt to introduce political concepts into the analysis
of economic relations. HIRSCHMAN not only generalizes from the market to the
polity: he also studies the possibilities of introducing the mechanisms
of political response into the economy. To be more precise he not only
analyzes the uses of the typical market response of exit in such eminently
political situations as elections of officers, resignations from office
and exile to another territory; he also analyzes the uses of the pre-
eminently political device of voice, of demonstrations, referenda and elections
in relation to producers, employers and providers of services. HIRSCHMAN's
is a genuine attempt at bridge-building in the social sciences and it is
particularly important at this Congress between his distinctions to fit
our theme so directly: Voice is the essence of Politics, Exit represents the
Economy, and Loyalty can be interpreted to represent a decisive component
of Culture.

We had hoped to have HIRSCHMAN take part in this plenary session and to
have him expound in further detail the possible applications of his model
at different levels and in different sectors of society. Personally I
would very much have wanted to have heard him elaborate further on the links
between his concept of Loyalty and the various components of Culture.
Unfortunately HIRSCHMAN could not come to our Congress but his work will no
doubt be discussed in a number of the Commissions under our theme.

Paradoxically this important essay by an eminent economist raises funda-
mental questions about the limits of economic reasoning: about the cultural
and the political conditions for the emergence and the maintenance of
market mechanisms.
From a broader theoretical perspective, HIRSCHMAN's essay is particularly important because it focusses attention on the boundaries for the exertion of market choices and the channeling of voice. What made the HIRSCHMAN volume so important for me in my personal work was that it forced me to think seriously about boundaries. In the analysis of economic transactions boundaries can be dealt with within a strict cost-benefit perspective: tariffs, labour market restrictions, restrictions on the transfer of capital and technology. As soon as you try to tackle the politics of transactions across boundaries you have to develop much more complex models: you have to consider a wider range of motives both for the transcendence of borders and for the protection of the integrity and the distinctiveness of the given territorial system. In the simplifying model I have worked out for differentiations within Europe I distinguish three sets of border transactions: the exit and the entry of goods and services, the exit and the entry of agents of control, the exit and the entry of messages. In the total autarky there is complete isolation from the surrounding world: no import or export, no visas in or out, censorship of all messages crossing the frontiers. In the totally open society the borders would be simply lines on the map: nothing would happen to anything or anyone crossing them. The historically important cases can all be ranged at points between these extremes, but on different dimensions: what we have to study are the strategies for differentiated control and the consequences of such strategies for the configurations of political resources inside each territory.
To develop a general theory of the building, maintenance and differentiation of system boundaries we clearly have to go beyond the strict confines of politics and economics: we have to see what can be learnt from the analyses and the findings of biologists, of linguists, of anthropologists. What is so intriguing about HIRSCHMAN's essay is that it compels you to think through a dazzling variety of conceptual polarities across all levels of living systems: from molecular biology to theories of animal and human communication, from the ecology of the gene pool through the study of human kinship structures to the geopolitics of nation-building, from the ethology of territoriality and boundary maintenance to the economics of long-distance trading.

At all levels of life we can identify structures and processes ensuring some minimal maintenance of established systems: the genetic code in cells, the homeostatic mechanisms and the immune defenses in organisms, the mechanisms for ensuring reproductive isolation in animals, the rites and the languages separating one human population from the other.

In Hirschman's model these would be the loyalty mechanisms: the structures forcing the component parts to stay within the given system.

At all levels of life we can also identify structures and processes ensuring communication among component parts and from one system to another: the RNA molecules in cells, the nervous system in organisms, the signals and the symbols developed in interactions among animals and among humans.

In Hirschman's model these would be voice mechanisms: structures ensuring regular supplies of information from component parts and from outside about conditions affecting the functioning of the system.

At all levels of life, we can finally identify sources of change and breakdown, transformation and transcendence: mutations in the DNA chains,
invasions of viruses into organisms, hybridization of plant and animal populations, shifts in ecology, new opportunities, new resource combinations created through long-distance mobility and interchange.

In the Hirschman model, a crucial mechanism of change is the exit: the transfer of a component part from one system to another, the crossing of an established boundary.

There are well-known hazards in the study of evolutionary parallels or analogies: we know of only too many examples of rash speculations on the basis of flimsy and accidental information. But there are many signs indicating that we are entering a phase of serious and systematic analyses of the implications of our biological heritage for the structuring of human societies and political systems. Personally, I see fascinating possibilities of theory development in the studies by population geneticists and by ethologists of mechanisms and rituals of reproductive isolation and spatial separation: the extraordinary range of devices to protect gene pools against hybridization and the fascinating repertoires of signals and postures designed to demarcate the borders of home ranges for troops of primates. It is difficult to escape the conclusion that the development of human languages served parallel purposes of isolation, separation, identity-building: the gift of language was uniquely and universally human, common to the species *homo sapiens*, but the functions of the particular languages established within particular ecologically delimited populations was to strengthen boundaries, to build up distinctive cultures.

Noam CHOMSKY and his disciples have argued with great force that languages cannot possibly be passed on from generation to generation
through ordinary processes of learning: the acquisition of languages can only be explained through the development of a species-specific capacity to search for and to construct rules of phonetics, syntax and semantics and to make creative use of such rules in the formulation of endless varieties of sentences never directly learned. But children are not given a chance to search for rules in more than one, two or at best three languages during their phase of maximal capacity: the ability to reconstruct languages is universal but this great potential is only realized in quite specific and quite limited contexts, the contexts of the corporate groups surrounding the child, whether family, lineage or local community. And what is even more important is that this process of language acquisition is part and parcel of a general process of growth into the culture of that particular corporate group: it is part of a general process of identity-building, of ego strengthening. This is the human predicament: the language or languages acquired in the early phase of childhood help to build up the ego and tie the ego to the rituals, the customs, the cultural identity of what biologists would call the home range. This predicament sets definite costs both for individual exit and for the extension and merger of home ranges into larger territorial collectivities. There are technologies for overcoming such costs: the invention of writing was a decisive first step, the organization of script religions and systems of education another. But these technologies only weakened some borders and strengthen others: the commitment to shared cultural heritages clashed with the exigencies of economic expansion no less than with the ambitions of the builders of empires and nation-states. There is a culture-polity dialectic
as well as a culture-economy dialectic: in formulating a major theme for this Congress we tried to join up this double dialectic into a triangle of interdependencies.

You will recognize this triangular structure in commission after commission under our theme. You will find sessions focussing on politics and culture from the vantage point of the economic theory of public goods. You will find sessions on the cultural analysis of political action and you will find a broad range of discussions of the politics and the economics of linguistic conflict, of nation-building, of the supranational regional communities. You will also find a number of commissions on particular components in this interplay between culture, economy and politics: sessions on centre-periphery contrasts, sessions on economic class and cultural identity, on the role of the church, the mass media and of the institutions of violence in this triangle of relationships. We chose twelve fields for detailed discussion of this great theme: we could no doubt have defined twelve more. What is important is not the number of fields of application, but the over-all intellectual effort. If political science is to become truly a world-wide discipline it must not flinch from facing the great issues: the proliferation of multi-national economic networks, the stubbornness of local and national cultures. And our discipline must not flinch from constant two-way exchanges with the other sciences of life, man and society. We have our unique responsibility: it is our job to study the development, the structuring, and the performance of systems of government. But we cannot hope to move forward towards higher levels of systematization and understanding without close interaction
with the disciplines which can tell us about the objects of political
control and communication: individuals and families, cultural communities,
economic organizations and networks. Our discipline has a clearcut and well-
established subject, but in studying that subject we must never abandon
the search for methods, models, ideas, clues across the entire range of the
sciences of life, man, culture and society.

Et maintenant j'ai le grand honneur de vous présenter un des grands chefs
de file de la science politique de notre pays hôte, un des architectes de
cette enquête extraordinaire sur la politique des langues et des cultures
du Canada, l'enquête de la Commission Royale sur le Bilinguisme et le
Biculturalisme. Je vous présente le collègue, Leon Dion, professeur de
science politique à l'Université Laval.
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We see reflections of this culture-economy dialectic at all levels of politics: at the global level in the study of dominance, interdependence and dependence in the international system, at the level of the territorial polity in the study of advancing centres and resisting peripheries, at the level of the local community in the study of the interaction of economic and cultural elites, of the spread of ideologies of opportunity versus ideologies of identity, of the dialectic of individual exit and collective voice.
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We had hoped to have HIRSCHMAN take part in this plenary session and to have him expound in further detail the possible applications of his model at different levels and in different sectors of society. Personally I would very much have wanted to have heard him elaborate further on the links between his concept of loyalty and the various components of culture. Unfortunately HIRSCHMAN could not come to our Congress but his work will no doubt be discussed in a number of the Commissions under our theme.

Paradoxically this important essay by an eminent economist raises fundamental questions about the limits of economic reasoning: about the cultural and the political conditions for the emergence and the maintenance of market mechanisms.
From a broader theoretical perspective, HIRSCHMAN's essay is particularly important because it focusses attention on the boundaries for the exertion of market choices and the channeling of voice. What made the HIRSCHMAN volume so important for me in my personal work was that it forced me to think seriously about boundaries. In the analysis of economic transactions boundaries can be dealt with within a strict cost-benefit perspective: tariffs, labour market restrictions, restrictions on the transfer of capital and technology. As soon as you try to tackle the politics of transactions across boundaries you have to develop much more complex models: you have to consider a wider range of motives both for the transcendence of borders and for the protection of the integrity and the distinctiveness of the given territorial system. In the simplifying model I have worked out for differentiations within Europe I distinguish three sets of border transactions: the exit and the entry of goods and services, the exit and the entry of agents of control, the exit and the entry of messages. In the total autarky there is complete isolation from the surrounding world: no import or export, no visas in or out, censorship of all messages crossing the frontiers. In the totally open society the borders would be simply lines on the map: nothing would happen to anything or anyone crossing them. The historically important cases can all be ranged at points between these extremes, but on different dimensions: what we have to study are the strategies for differentiated control and the consequences of such strategies for the configurations of political resources inside each territory.
To develop a general theory of the building, maintenance and differentiation of system boundaries we clearly have to go beyond the strict confines of politics and economics: we have to see what can be learnt from the analyses and the findings of biologists, of linguists, of anthropologists. What is so intriguing about HIRSHMAN's essay is that it compels you to think through a dazzling variety of conceptual polarities across all levels of living systems: from molecular biology to theories of animal and human communication, from the ecology of the gene pool through the study of human kinship structures to the geopolitics of nation-building, from the ethology of territoriality and boundary maintenance to the economics of long-distance trading.

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IX th WORLD CONGRESS - IPSA
IXe CONGRES MONDIAL - AISP

WORKING PAPERS - RAPPORTS

- Number of Papers/Nombre de rapports : (145.)
- Editing/Tirage : 650 copies
- Pages : 3,281
- Average/Moyenne : 22,7 pages/rapport.

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Stein ROKKAN
University of Bergen

Modèles économiques pour analyse politique: marchés, élections, biens publics.

Douglas RAE, Center for Advanced Studies, Stanford, California, U.S.A.

Michael TAYLOR, University of Essex, Colchester, U.K.

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Richard RCJE, University of Strathclyde - U.K.

I. 3-10 Ira SHARKANSKY, University of Wisconsin - Madison: Structural Correlates of Least Developed Economies: Parallels in Governmental Forms, Politics and Public Policies among the Least Developed Countries and the Least Developed (U.S.) States.

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John MEISEL, Queen's University, Kingston - Canada.
Derek URWIN, Institute of Sociology, University of Bergen - Norway.

Simon SCHWARTZMAN, Vargas Foundation - Rio de Janeiro: Economic Impulse and Patrimonial Politics: Brazil.

Michel BASSAND, Université de Genève: Le séparatisme jurassien.


Charles F. LEVINE, University of Illinois, Chicago Circle: Community Organizations and the Daley Machine: Center-Periphery Politics in Chicago.

Bruce J. BERMAN, Queen's University-Kingston-Ontario: Clientelism and Neo-colonialism: Center-Periphery Relations and Political Development in African States.

Peter GOUREVITCH, Harvard University: Reforming the Napoleonic State.

Frank AAREBROCT, University of Bergen: Regional Differences in Political Mobilization in Norway: Local Infrastructure Development, Political Polarization and Suffrage Extension 1868-1897.
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Carl J. FRIEDRICH, Harvard University: Corporate Federalism and Linguistic Politics.

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(currently: Center for Advanced Studies, Stanford-California).

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Peace Education and Global Social Change.

L'enseignement de la paix et l'évolution sociale globale.

Saul H. MENDLOVITZ, Institute for World Order, New York.