

*jp/h*

**JOURNAL OF POLICY HISTORY**

**CAMBRIDGE  
UNIVERSITY PRESS**

VOL. 30 NO. 4  
**2018**

EDITOR

Donald T. Critchlow  
*Arizona State University*

ASSOCIATE EDITOR/BOOK REVIEW EDITOR

David B. Robertson  
*University of Missouri, St. Louis*

MANAGING EDITOR

Patricia E. Powers

COPYEDITOR

Cherene Holland

EDITORIAL BOARD

Paula Baker (History)  
*The Ohio State University*

Brian Balogh (History)  
*University of Virginia*

Richard Bensel (Government)  
*Cornell University*

Eileen Boris (Feminist Studies)  
*University of California, Santa Barbara*

W. Elliot Brownlee (History)  
*University of California, Santa Barbara*

Vincent Cannato (History)  
*University of Massachusetts, Boston*

Christy Ford Chapin (History)  
*University of Maryland, Baltimore County*

Daniel DiSalvo (Political Science)  
*City University of New York*

Robin Einhorn (History)  
*University of California, Berkeley*

David Farber (History)  
*University of Kansas*

Richard R. John (Journalism)  
*Columbia University*

Ira Katznelson (Political Science)  
*Columbia University*

Matthew Lassiter (History)  
*University of Michigan*

Christopher Loss (History)  
*Vanderbilt University*

William Lowry (Political Science)  
*Washington University, St. Louis*

Paul Milazzo (History)  
*Ohio University*

James Mohr (History)  
*University of Oregon*

Byron E. Shafer (Political Science)  
*University of Wisconsin, Madison*

Bartholomew Sparrow (Government)  
*University of Texas, Austin*

Ann-Marie Szymanski (Political Science)  
*University of Oklahoma*

Alan Ware (Politics)  
*Oxford University*

## JOURNAL OF POLICY HISTORY

### *articles*

ANDREW RUDALEVIGE 577

Beyond Structure and Process: The Early Institutionalization  
of Regulatory Review

AARON J. LEY AND CORNELL W. CLAYTON 609

Constitutional Choices: Political Parties, Groups, and  
Prohibition Politics in the United States

CRAIG A. KAPLOWITZ 635

The Great Repudiator and Immigration Reform: Ronald  
Reagan and the Immigration Reform and Control Act of 1986

ANAÏS MIODEK BOWRING 657

The Ideological Boundary Condition on Great Society  
Employment Policy

M. HOUSTON JOHNSON V 695

Laying Foundations: New Deal Public Works and  
Aviation Infrastructure

### *critical perspective*

BETH-ANNE SCHUELKE-LEECH AND TIMOTHY C. LEECH 727

Innovation in the American Era of Industrial Preeminence:  
The Interaction of Policy, Finance, and Human Capital

CONTRIBUTORS 754

*jph* | VOL. 30 NO. 4  
2018

**Subscription Information:** The *Journal of Policy History* (ISSN: 0898-0306) is published quarterly by Cambridge University Press. Annual subscription rates for Volume 30 (2018): Institutional subscription rates, print and online: US \$233.00 in the USA, Canada, and Mexico; £UK 136.00 + VAT elsewhere. Institutional subscription rates, online only: \$178.00 in the USA, Canada, and Mexico; £UK 102.00 + VAT elsewhere. Individual subscription rates, print and online: \$61.00 in the USA, Canada, and Mexico; £UK 36.00 + VAT elsewhere. Institutional subscription correspondence should be sent to: Cambridge University Press, One Liberty Plaza, 20th floor, New York, NY 10006 USA, for customers in the USA, Canada, or Mexico. Customers elsewhere should contact Cambridge University Press, University Printing House, Shaftesbury Road, Cambridge CB2 8BS, UK.

**Abstract and Indexing Services:** The journal is submitted to the following for indexing: P.A.I.S. International, Humanities Abstracts, Institute for Scientific Information, University Microfilms Inc., Sage Publications, Sociological Abstracts, Historical Abstracts, and IBZ-International Bibliography of Periodical Literature.

Copyright © 2018 All rights reserved. No part of this publication may be reproduced, in any form or by any means, electronic, photocopying, or otherwise, without permission in writing from Cambridge University Press. Permission enquiries from the USA, Mexico, and Canada should be addressed to the New York office of Cambridge University Press <http://www.cambridge.org/us/information/rights/contacts/newyork.htm>; permission enquiries from elsewhere should be addressed to the Cambridge office <http://www.cambridge.org/uk/information/rights/contacts/cambridge.htm>; permission enquiries from Australia and New Zealand should be addressed to the Melbourne office [http://www.cambridge.org/aus/information/contacts\\_melbourne.htm](http://www.cambridge.org/aus/information/contacts_melbourne.htm).

**Photocopying Information (for users in the USA):** Permission to copy (for users in the U.S.A.) is available from Copyright Clearance Center, <http://www.copyright.com>, email: [info@copyright.com](mailto:info@copyright.com). Specific written permission must be obtained for republication; contact the nearest Cambridge University Press office.

## NOTES TO CONTRIBUTORS

The *Journal of Policy History* provides an interdisciplinary forum for scholars concerned with the application of historical perspectives to public policy studies. The journal aims to encourage research into the formation and development of public policy while encouraging the application of diverse methods and theories to public policy and their politics within a historical perspective. In addition to social scientists and historians, the journal seeks to inform policy makers through a historical approach to public policy.

The *Journal of Policy History* is intended to give voice to scholars interested in understanding public policies and their development through historical inquiry and interpretation. The journal publishes historical studies of specific policy areas and policy institutions, and explores continuities and shifts in policy over time. The journal encourages interdisciplinary research into the origins and development of public policy in the United States and other countries. Comparative historical approaches to the development of public policies are also welcomed.

Manuscripts should be typed and double-spaced with end notes following the text and generally should not exceed 8,000 words. *Please follow the Chicago Manual of Style for citation format.* Manuscripts will be reviewed anonymously, and authors' names, including positions, addresses, and phone numbers, should appear only on the title page. Your submission should include the following: Title page, a copy of the manuscript, an abstract not exceeding 150 words, and a biographical statement not exceeding 50 words. Submit contribution online at <http://mc.manuscriptcentral.com/jpolhist>. Log in and follow directions given on the site. Send correspondence to the Managing Editor, Journal of Policy History, Arizona State University, 975 S. Myrtle Avenue, PO Box 874302, Tempe, AZ 85287-4302. Visit the journal online at <http://jph.asu.edu> and [www.cambridge.org/jph](http://www.cambridge.org/jph) or email the journal at [jpolhist@asu.edu](mailto:jpolhist@asu.edu).