

Contents

1. Introduction	1
2. The Puzzle of Immigration Policy and Theories of Policymaking	22
3. Institutions, Policymaking, and Immigration Policy	54
4. The Development and Expansion of a Sectoral State: Federal Immigration Policy, 1879–1924	96
5. The Articulation of a Sectoral State: Immigration Policy, 1924–41	145
6. The Redefinition of the State: Immigration Policy During and After World War II, 1941–52	178
7. Establishing the Boundaries for the Contemporary Era, 1951–65	206
8. Conclusions: Immigration, the State, and the National Identity	229
Notes	245
Bibliography	257
Index	275

Tables and Figures

TABLES

1. Preference Categories Under the 1952 and 1965 Immigration Statutes 29
2. The Theoretical Puzzle: A Comparison of Three Major Theoretical Traditions of Public Policy Formation 64
3. Distinct Meanings of the Term *State* Compared 80
4. Regime Characteristics and Agenda-Setting Processes 94
5. Summary of Immigration Legislation, 1875–1924 112
6. Congressional Hearings, 46th–52d Sessions 118
7. Congressional Hearings, 62d–68th Sessions 134
8. Congressional Hearings, 88th–89th Sessions 222

FIGURES

1. Total Distribution of Immigrants to the States, 1977–88 11
2. Yearly Distribution of Immigrants to the States, 1977–88 12
3. The Changing Sources of Immigration by Continent, 1950–80 13
4. Percentage of Immigrants Obtaining High School Education by Source Country 14
5. Percentage of Immigrants with Four Years of College by Source Country 15
6. Immigrants' Occupations by Continent of Origin, 1988 28
7. Refugee and All Immigration Totals, 1950–88 30
8. The Size of the INS and Border Patrol Budgets, 1931–89 31

9. Capacity of the State Bureaucracy as an Explanatory Variable for Immigration Policy's Political Patterns	59
10. The Elements of the Political Regime	81
11. Monopoly Participants in Modern Political Regimes	85
12. Total Immigration by Region, 1865-1924	103
13. Yearly Immigration, 1925-65	148