

acquisition of political knowledge (as discussed in Part 2). It is worth noting that these analyses compare the *current* voting habits and levels of political knowledge of older and younger citizens. Since political participation and knowledge are known to increase with age, this analysis might lead readers to confuse generational effects with lifecycle effects.

In Part 2, Milner argues that more-intelligible institutions increase the likelihood of turnout. For example, turnout is higher in countries with proportional representation, a system that Milner views as simple and easy to understand, “especially when combined with unitary, unicameral, and parliamentary institutions” (p. 140). Provocatively, Milner also discusses the merits of lowering the voting age from 18 to 16, under the assumption that citizens aged 16–17 will more easily acquire the voting habit at this more-formative age. While others have made similar arguments, the general point that institutions affect voter behavior is well-taken.

Part 3 shifts the argument from description to prescription. Milner contends that society must intervene *before* younger citizens become political dropouts. This entails implementation of civic education programs. In reviewing studies of such efforts, Milner stresses that these interventions need to embrace politics in order to increase political engagement. For example, in assessing the “service learning” model of compulsory community voluntarism, Milner notes that such programs “embrace a model of citizenship that fosters a commitment to service as a substitute for participation in democratic deliberation and decision-making” (p. 190). Importantly, Milner also stresses that civic education efforts need to be focused on those who are most likely to become political dropouts, specifically students of lower socioeconomic status.

While many of the arguments made in *The Internet Generation* are familiar, this book is a useful contribution to the continuing dialogue about the decline of civil society, the role of generational replacement in this process, and the search for civic renewal. The main point, that young citizens need to become politically engaged in order to maintain participatory democracy, is both important and well-argued. Moreover, Milner’s comparative approach is enlightening, in terms of what is found to be the same and different, about the Internet Generation across the globe. This book is recommended to anyone concerned about the evolution of participatory democracy and the role that those currently entering adulthood will (or will not) play in sustaining it.

CASEY A. KLOFSTAD
University of Miami

The Legislative Legacy of Congressional Campaigns by Tracy Sulkin.
New York, Cambridge University Press, 2011. 232 pp. \$25.00.

The question of representation has long been central to research on the U.S. Congress. Do members of Congress effectively represent their constituents?

Does Congress effectively represent the United States as a whole? How do we define good representation, and how do we know it when we see it?

Most of the research on these questions examines roll call votes and election returns. Tracy Sulkin's book, *The Legislative Legacy of Congressional Campaigns*, focuses instead on how legislators choose to spend their time and effort, as measured by bill introductions and cosponsorships. Sulkin connects these activities to the issues that were mentioned in campaign advertisements, to see how often legislators keep their promises and work on issues they said they would.

Sulkin finds that legislators who said they would address a topic tended to do so in roughly the way they suggested, and that outright lying was rare or nonexistent. Moreover, she makes a clear case that promise-keeping actions are not just symbolic—or at any rate, no more symbolic than anything else Congress does. Thus, campaign promises are not empty, and we can look to campaigns to tell us something meaningful about the sort of legislator a candidate will be.

Sulkin spends a great deal of time assessing the range and depth of this core finding. This includes exploring variation across the type of campaign appeal, the type of promise-keeping activity, the type of legislator, and the time to the next election. She also looks at the role of promise keeping in both election outcomes and legislative success. As one might expect from an imperfectly measured concept in a complex world, the result of all this analysis is a bit messy and conditional. To her credit, Sulkin does not shy away from this complexity, or from the difficult task of taming it into a coherent story.

As an act of measurement, the book is sophisticated and deeply satisfying. Sulkin lays out a clear case for her approach, and effectively establishes the boundaries of her inquiry. She measures her concepts carefully and systematically, and her general decisions and approach ought to be copied in future research.

All the same, some of Sulkin's broader conclusions seem premature. In particular, it is not clear whether her evidence about promise keeping tells us that elections are about "selection" (picking a candidate whose interests align with one's own) more than "sanctions" (rewarding or punishing a candidate who is inclined to shirk his or her duties), as she argues. Promise keeping is only part of what any legislator does, and the effect of making a promise on later legislative activity is modest. Moreover, anything a legislator does that was not promised in the campaign cannot have been sanctioned by voters through the mechanism Sulkin studies. Perhaps most important, we do not really know whether voters actually learn of a candidate's promise keeping and specifically reward or punish on that basis. Sulkin offers some tentative and indirect evidence on this point, but it is only a first step, and the intentions of voters remain a mystery in her analysis.

All the same, without the smart and careful work Sulkin has done, it would be impossible even to have such a discussion. Her work reveals a piece of the representational process that had previously remained obscure. The book

deserves to play a central role in larger debates about representation in American politics and democracy more generally.

ERIC MCGHEE

Public Policy Institute of California

The Luck of the Draw: The Role of Lotteries in Decision Making by Peter Stone. New York, Oxford University Press, 2011. 208 pp. \$49.95.

Most people are familiar with making decisions based on the flip of a coin or the roll of a die, random processes that work as examples for Peter Stone's definition of a lottery. The curious paradox about lotteries is that most people can agree to their usefulness in many everyday circumstances, but nevertheless find applying them to similar contexts that involve economically or politically important goods (or positions) to be unsettling. Stone drives right to the heart of this issue to provide a precise definition of what lotteries have to offer for public decision making. This argument takes us beyond the feeling that lotteries are absurd when making critically important decisions by making a distinction between good and bad reasons for making a choice. Stone identifies certain circumstances, for example which patient receives an organ transplant, in which it benefits society as a whole for bias (or bad reasons) to be eliminated after all good reasons have been exhausted. Stone provides a variety of these situations that are more or less ideal for lottery usage. The inherent value of a lottery is in the unpredictable nature of the decision and that the decision is made with no reasons at all. This principle is easily applied to many circumstances, and the ethical, practical, and moral dilemmas that Stone illuminates help guide the reader through his discussion of a concept of lotteries that reveals a myriad of philosophical complexities.

Peter Stone approaches the discussion of lotteries in decision making not only from an analytically and empirically informed perspective, but also from a historical one. Examples of lotteries range all the way back to the ancient Greeks using lotteries to fill political offices. Stone shows very forcefully that lotteries have played an important role in decision making throughout history and are all around us. Yet no one (until now) has provided a unified theory for identifying when lotteries perform a valuable function to the decision-making process and when they do not. Stone achieves this goal by providing a well-developed stance on the sanitizing effect that lotteries can contribute to decision making.

The arguments of *The Luck of the Draw* are compelling and well organized. Stone dives deep into the topic, providing extensive and nuanced descriptions of allocative justice and a complete definition of decision making by lottery. Oversimplification and misunderstanding of lotteries are driven out of the reader's mind by extensive use of examples both for and against several intuitive definitions of lotteries. The arguments of decision making by lottery cover many interesting