

Promising links: How parties combine policy issues with group appeals

Lena Maria Huber*, Martin Haselmayr⁺

*MZES, University of Mannheim

⁺University of Vienna

Abstract

Social identities and group attitudes are important drivers of political behavior. Yet, despite growing interest in how parties use social group appeals to reach out to different groups within society, the combination of policy issues and social groups in parties' campaign strategies remains poorly understood. Building on existing theories of issue competition, this study develops and tests new hypotheses about the relationship between policy appeals and group appeals. We propose that the use of group appeals in policy communication depends on parties' perceived issue competence and the public salience of the issue. We hypothesize that parties frequently employ appeals to social groups to improve the communication about their owned issues and about issues that are important to voters. However, if their best issues lack public salience, parties will link them with appeals to related groups to increase their relevance. Conversely, when parties lack competence for salient issues, they will try to reframe these weaker issues using appeals to unrelated groups. We test these expectations by combining new data on issue emphasis and social group appeals from election manifestos (1990–2019) with public opinion data on public issue salience and perceived party competence in Austria. Our results confirm that group appeals in party communication about policy issues are shaped by issue salience and competence perceptions. These findings have key implications for our understanding of issue competition and voter representation.

Keywords

social groups, group appeals, political communication, party competition

How do parties appeal to voters? There are two general perspectives on how parties selectively highlight specific issues to shape the public agenda and thereby maximize their electoral prospects (Budge & Farlie, 1983; Robertson, 1976). Issue ownership theory, for example, assumes that parties prioritize issues in which they have a competitive advantage over their political rivals (Petrocik, 1996). Conversely, the riding-the-wave approach suggests that parties emphasize policy issues that are important to the electorate (Ansolabehere & Iyengar, 1994).

An alternative approach suggests that parties use (positive or negative) appeals to different social groups to gain the support of specific voter segments (Thau, 2019; Huber, 2022). One reason why parties will appeal to social groups is that it may directly affect candidate support or vote choice (Robison *et al.*, 2021; Thau, 2023). However, another way in which group appeals can matter is when voters support certain policies depending on their group identification or their attitudes toward certain groups (Huber *et al.*, 2024; Kinder & Winter, 2001; Nelson & Kinder, 1996). That is, policy proposals may be more popular when people perceive them as benefiting their own group or a group they view positively.

Hence, there are two distinct types of appeals used in political communication: policy appeals and group appeals. Policy appeals focus on specific policy issues and positions. In contrast, group appeals are political messages that explicitly mention a specific social group and through which the parties align themselves or oppose this target group. So far, however, we know very little about when and how parties combine policy appeals and group appeals in their rhetoric. Since previous research has shown that parties' group-based electoral strategies are a key explanatory factor for voting behavior and the mobilization of social cleavages (Evans & Tilley, 2012a,b, 2017; Thau, 2021), it is crucial to examine the interplay between group and policy appeals.

If group appeals have the potential to influence voters' political attitudes and electoral behavior, we should expect political actors to use them strategically in their communications about policy issues. As Thau (2021, 686) argues, “[f]rom the party perspective, the most lucrative strategy probably lies in combining the two electoral appeals.” Our paper uses policy issues as a starting point for our theoretical considerations and empirical investigation. To

enhance our understanding of the interplay between issue emphasis and group appeals in party competition, we develop and test several assumptions about when parties have an incentive to use group appeals to communicate their policy proposals.

While parties have strong incentives to emphasize their best issues (Petrocik, 1996), they also need to respond to the issues that are important to voters (Ansolabehere & Iyengar, 1994). We therefore expect issue ownership and public issue salience to influence the use of group appeals in party rhetoric. More specifically, we argue that parties are more likely to use group appeals when communicating about issues for which they are considered competent. This combination of policy and group appeals should enhance parties' perceived commitment to specific issues. Furthermore, we expect parties to be more likely to use group appeals when they talk about issues that are important to voters. This is because the link between group and policy appeals serves as a tool for strategically emphasizing specific issues and signaling responsiveness to voter concerns.

In addition, we distinguish four different scenarios about when parties are more likely to use appeals to distinct types of groups. In this context, we argue that parties try to combine the communication about their strong issues with appeals to associated social groups when these topics are not important to voters. This approach might help them increase the salience of their best issues among the public by creating a sense of urgency and importance around those issues. Moreover, in a situation in which they are forced to address topics in which they are not viewed as competent, parties might also deliberately choose to create associations between certain policies and unrelated groups to divert attention from unfavorable issues and put them in a better light.

Empirically, we test these expectations by analyzing electoral manifestos published by political parties in Austria. We use data provided by the Austrian National Election Study (AUTNES), which contains detailed information on political parties' issue emphasis. Besides these data on policy issues, we have coded all appeals to social groups and allocated them to specific policy issues. These data allow us to investigate the co-occurrence of issues and groups in individual statements of the party manifestos. Combining the resulting supply-side data

with survey data on public issue salience and perceived party competence, we examine party strategies in ten elections between 1990 and 2019.

Even though there is a growing literature on group appeals (Thau, 2019; Huber, 2022; Stuckelberger & Tresch, 2022) and their effect on voter opinions and electoral preferences (Robison *et al.*, 2021; Huber *et al.*, 2024), this is, to our knowledge, one of the first studies to systematically examine the combined use of policy and group appeals in political rhetoric (for another example, see Horn *et al.*, 2021). Our analysis demonstrates that parties employ appeals to different societal groups to build on their ownership of particular issues and react to voters' issue priorities and thus contributes to the literature on issue competition.

Overall, our study provides a more nuanced understanding of how parties communicate with voters and thereby speaks to an emerging literature that considers group appeals a central feature of party rhetoric. The findings also have important implications for voters' perceptions of political parties, their policy priorities, and which groups they represent, but also for their ability to decide between different party alternatives and the representation of their concerns.

Policy and group appeals in political rhetoric

Numerous studies on political behavior have shown that social groups are a central element of politics. Vote choices, for example, are strongly influenced by individuals' group memberships (Campbell *et al.*, 1960). This is also reflected in the finding that parties' affiliations with specific groups are among the main reasons voters give when asked to explain their vote choice and stances toward different parties (Butler & Stokes, 1969). In this context, a social group is regarded as a collection of individuals within the broader society whose members have one sociodemographic characteristic or attribute in common that serves both as a distinguishing feature and identification basis for members and as a reference point for non-members.

The structural (or bottom-up) perspective emphasizes the long-standing connections between certain social groups and political parties based on traditional cleavages (Lipset & Rokkan, 1967; Bartolini & Mair, 1990). It posits that individuals' group memberships (e.g., based on their socioeconomic status, ethnicity, or religious beliefs) often shape their political

preferences and affiliations. According to this perspective, people who belong to certain social groups tend to support political parties that align with their interests, values, or identities.

In contrast, the top-down perspective suggests that linkages between parties and social groups reflect strategic actions taken by political parties to gain support from specific social groups (Miller & Wlezien, 1993). For example, parties may tailor their policies to the needs and interests of certain groups in order to secure their electoral support (Evans & Tilley, 2012a,b; Evans & de Graaf, 2013; Rennwald & Evans, 2014). The two perspectives offer complementary insights into the complex interplay between political parties and social groups. While parties may capitalize on existing patterns of support identified by the structural perspective, they can also influence and reshape these patterns through their actions and appeals.

A more recent strand of literature has pointed to a different strategy, namely that parties and candidates often directly address social groups in their campaign rhetoric. This has been shown for a range of different social groups across various countries and communication channels (Evans & Tilley, 2017; Thau, 2019; Horn *et al.*, 2021; Huber, 2022; Stuckelberger & Tresch, 2022; Dolinsky, 2023). Group appeals are defined as explicit statements that link a political actor with a given social group category (Thau, 2018, 173), either positively or negatively (for similar conceptualizations, see Stuckelberger & Tresch, 2022; Mierke-Zatwarnicki, 2023). According to this definition, there are two different types of group appeals: First, positive group appeals may be used by parties to associate themselves with a particular category of people and thereby indicate their support for the group. Second, parties may also use negative group appeals to dissociate themselves from specific groups, for example, to criticize a group or to demonstrate their negative stance toward the group.

References to social groups can influence voters' perceptions of parties and their connection with societal groups, i.e., which social groups parties are linked to and seen to represent (e.g., women, pensioners, families, migrants, or the unemployed). As social identities and group sentiments strongly influence political attitudes and behavior (Converse, 2006; Conover, 1988; Achen & Bartels, 2016), parties and their representatives have an incentive to capitalize on these predispositions to maximize their electoral potential (Thau, 2018). Multiple studies demon-

strate the effectiveness of group appeals for candidate evaluations and vote choice (Robison *et al.*, 2021; Thau, 2021, 2023).

Prior work has mostly treated group appeals and policy appeals as alternative rather than complementary communication strategies (Thau, 2018; Huber, 2022). In this context, it has been suggested that both types of electoral appeals target different aspects of voters' political decision-making (Dickson & Scheve, 2006). Accordingly, policy appeals may help parties to attract supporters by speaking to the policy preferences and material interests of voters. In contrast, group appeals may help parties cater to voters' symbolic concerns linked to social identities and group attitudes (Thau, 2021).

Yet, we also know from existing studies that very often group references and policy information are included in the same statement: As part of their study of social group appeals by political parties in Denmark, Norway, and Sweden, Horn *et al.* (2021) show that in the field of welfare policy, most group appeals are combined with substantial policy proposals. Similarly, in his study of British party manifestos, Thau (2019) found that around two-thirds of group appeals contain information on policies.

Specifically, parties may defend or justify their policy proposals based on their implications for specific groups or claim to represent certain groups by referring to particular policy stances (Thau, 2019). For example, in their 2013 manifesto, the Austrian Freedom Party (FPÖ) makes the following statement: "Our pensioners deserve a secure retirement without worries. They have worked hard all their lives to achieve this, whether at work or in the family. Despite this, the SPÖ and ÖVP continue to devalue pensions year after year. We will ensure that pensioners are no longer treated like petitioners in the future but are given the right to value adjustment." (FPÖ 2013: 5). Here, the party combines a positive group appeal to pensioners with a policy demand for pension adjustment.

This phenomenon is especially relevant, given that a long line of research demonstrates the strong impact of social group ties on voters' policy preferences, especially among people who lack information on policy details and their implications (Conover, 1988; Nicholson, 2011; Achen & Bartels, 2016). Social groups are thought to function as a heuristic or informational

cue that helps individuals organize their political thinking on complex policy issues (Popkin, 1991). Accordingly, citizens' opinions on a specific policy are strongly influenced by their predispositions toward the groups that are (positively or negatively) affected by that policy (Sniderman *et al.*, 1991). Rather than answering the question of whether a given policy is worth supporting, it is easier to decide whether it helps one's in-group or at least a group that one likes. This group-centric nature of public opinion on policies has been observed in various settings, for example, regarding citizens' support for democratic rights (Kuklinski *et al.*, 1991; Chong, 1993) and attitudes toward social welfare policies (van Oorschot, 2006; Petersen *et al.*, 2010; Cavallé & Trump, 2015).

Even though the influence of social groups on public opinion is considerable, the effect is not equally strong in all situations. As Nelson & Kinder (1996, 1058) argue, "the importance of group sentiment in public opinion depends on how issues are framed in elite debate." Viewed objectively, proposed policies may have different positive or negative consequences for distinct social groups. Yet, in their communication with voters, political actors are relatively unconstrained in emphasizing or downplaying the implications of certain policies and how they may vary across affected groups. A prime example is the call for inheritance and wealth taxes by parties on the left of the political spectrum to promote greater social justice for poorer people, which is regularly criticized by right-wing parties for its adverse effects on the middle class and business owners.

In other words, different groups may be implicated by certain policy proposals, but group-centric political thinking is more likely when political actors highlight the connection between policies and particular groups. Hence, the use of group appeals is an effective tool to structure political debates and influence public opinion on specific policy measures. This leads to the interesting conclusion that political actors may employ social group appeals as a strategic means to enhance the popularity of their policy proposals. For parties, this means that they should have an incentive to link their policy stances to appeals to specific social groups in order to sell their policies to the broader public. Campaign messages can thus strengthen connections between social groups, policies, and parties in the minds of voters (Valentino *et al.*, 2002).

By linking policy proposals with appeals to social groups, parties can influence voters' perceptions of these policies and thereby exploit their predispositions toward these groups (Huber *et al.*, 2024). That is because groups function as a heuristic for voters to decide whether they are in favor or against a policy based on their group identification and group attitudes. Consequently, we should expect parties to actively try to shape their electoral success through a strategic combination of policies and group appeals. The question is then: under what conditions are parties compelled to make greater use of group appeals in combination with certain policy issues? Although parties should generally have an incentive to draw on group appeals to advance their policies, we argue that there are specific circumstances under which they have stronger reasons to do so.

How can political parties combine policies and group appeals?

Existing theories on issue competition typically assume that competence attribution (Budge & Farlie, 1983) and issue ownership (Petrocik, 1996) play a crucial role in parties' campaign strategies. According to issue ownership theory, parties can establish ownership over specific policy issues by demonstrating sincerity in and commitment to addressing those issues (Petrocik, 1996, 826). As a party dedicates particular attention to an issue and builds a reputation of expertise and credibility in handling it, voters tend to perceive the party as more competent for this issue than its competitors (Walgrave *et al.*, 2015). For instance, center-left parties are often trusted with employment and welfare state issues, while center-right parties are considered to be most competent in security and defense matters (Budge & Farlie, 1983; Petrocik, 1996). Consequently, parties gain a strategic advantage in competing for votes on owned issues, as voters are likely to favor them over their competitors. Thus, parties should have a strong incentive to prioritize their strongest issues during election campaigns to enhance their salience among voters (Bélanger & Meguid, 2008). There is ample empirical evidence for the importance of issue ownership in parties' communication strategies (Petrocik *et al.*, 2003; Wagner & Meyer, 2014), even though the conceptualization and validity of the standard measurement of issue ownership has been criticized in more recent studies (Stubager, 2018; Seeberg, 2020).

Social group constituencies play a pivotal role for issue ownership, as already mentioned

by Petrocik (1996, 827). Voter perceptions of which party best represents the group constituency that is linked with an issue strongly influence beliefs about issue ownership (Stubager & Slothuus, 2013). This means that parties can bolster their ownership advantage by emphasizing constituency linkages, improving perceptions of their handling capacity on specific issues. Importantly, this strategy not only resonates with a party’s own supporters but also attracts voters from the opposite side of the political spectrum (Stubager & Seeberg, 2016). Hence, linking policies to specific constituencies represents a crucial tool for parties to strengthen issue ownership.

Accordingly, parties should be motivated to emphasize connections to specific constituencies to maintain and improve their good reputation regarding an issue. For example, a party perceived to be competent in economic policy could emphasize the importance of supporting business owners and entrepreneurs by providing tax incentives and reducing market regulations. By recognizing the particular needs of certain groups, the party can show its commitment to the issue. Besides that, parties may also strategically exploit their issue reputation to appeal to overlapping electoral groups and attract new voters. For instance, Green parties might target farmers by promoting subsidies for organic agriculture, leveraging their ownership of environmental issues. This approach helps parties to build on their competence advantage and raise awareness for the issue among previously unattached segments of the electorate. We therefore expect parties that own specific issues to be more inclined to integrate group appeals into their communication strategies.

Hypothesis 1: *Parties are more likely to use group appeals in their communication about owned issues.*

While parties should always prefer to talk about their strongest issues, they also need to respond to the issue priorities of the public (Ansolabehere & Iyengar, 1994; Sides, 2006; Spoon & Klüver, 2014). The riding-the-wave approach suggests that political parties can gain electoral advantage by addressing voters’ most pressing concerns, thereby signaling attention and responsiveness (Ansolabehere & Iyengar, 1994). This strategy may help parties enhance their popularity and generate media attention for their messages (Hopmann *et al.*, 2012; Meyer *et al.*, 2020). Failure

to engage with salient topics, on the other hand, can threaten a party’s credibility and may lead to a loss of electoral support (Sides, 2007), motivating parties to respond to the public issue agenda. Empirical evidence confirms parties’ responsiveness to voter priorities in campaign communication (Spoon & Klüver, 2014, 2015; Klüver & Sagarzazu, 2016), even though this seems to apply less to niche parties (Wagner & Meyer, 2014; Klüver & Spoon, 2016).

Given parties’ reliance on electoral support, it can be expected that the use of social group appeals hinges on the public salience of policy issues. Parties should find it particularly advantageous to combine policy appeals with group appeals when voters deem these issues important. In doing so, parties can signal their attention to the needs of particular societal groups and more effectively communicate how their policy proposals will help to address the problems faced by those groups. For example, when talking about a salient issue (e.g., housing), parties can express their commitment to help tenants and apartment seekers by explicitly mentioning them in their policy communications. Voters should then perceive them as more compassionate about certain groups and their needs. This argument is based on a study by Robison *et al.* (2021), who show that group appeals improve the perceptions of group representation among people belonging to that group. Hence, using group appeals allows parties to highlight their connections with specific constituencies and shape voter assessments of group representation.

Ultimately, it should be an effective strategy for parties to demonstrate their responsiveness to the issue priorities of the public. Thus, we expect parties to employ group appeals more frequently when they talk about issues that are important to voters.¹

Hypothesis 2: *Parties are more likely to use group appeals in their communication about issues that are salient to voters.*

Besides these general expectations, we also explore how party competence and issue salience interact. We identify four scenarios based on different combinations of competence and salience:

Scenario 1: low competence and low salience. In this case, there is little incentive for the party to address the respective issue, let alone to employ group appeals to garner more attention.

Scenario 2: (high competence and high salience. In these situations, there is no inherent advantage for parties in utilizing group appeals in their communication, as this is already the best possible scenario from an issue competition perspective.

Scenario 3: high competence and low salience. In this case, parties will try to raise the salience of their best issues among voters. Group appeals might be helpful in these situations to try to draw more attention to their strongest topics.

Scenario 4: low competence and high salience. In these situations, group appeals might be valuable for parties to compensate for their lack of competence.

In sum, in the former two scenarios, the incentives for parties to use group appeals in their issue communication are very low and should therefore only play a minor role. In contrast, group appeals have a higher strategic utility in the latter two scenarios, in which parties seek to increase issue salience or compensate for low competence.

Hypothesis 3a: *Parties are less likely to use group appeals in their policy communication when issue competence and issue salience point in the same direction (low/low or high/high).*

Hypothesis 3b: *Parties are more likely to use group appeals in their policy communication when issue competence and issue salience point in different directions (low/high or high/low).*

In addition to the frequency of group appeals, we differentiate between appeals to specific types of social groups. On the one hand, parties can appeal to groups that are directly associated with particular issues. For example, a party could talk about education and link this with appeals to pupils and teachers. On the other hand, parties might also choose to provide links between an issue and a group that is unrelated to that issue. For instance, a party could talk about education and link this issue with an appeal to migrants.

The association of groups to certain topics can be determined by various factors: Associated groups share similar interests and concerns in this policy area and are directly affected by the policy measures taken on that issue. They are also direct stakeholders and can have a significant impact on the policies designed and implemented within that area as well as on public opinion and political discourse. Importantly, we argue that this association is relatively stable over

time and independent of the specific context. Furthermore, the association between a group and a policy issue does not always have to be positive (e.g., workers and employment) but can also be negative (e.g., criminals and security).

A highly effective strategy in that respect is to link communication about owned issues with appeals to related groups when these issues lack public attention. This strategy allows parties to underscore their policy proposals and boost the visibility of their preferred issues in public discourse and media coverage. For instance, right-leaning parties could link discussions on security policies with appeals against criminals to draw more attention to their proposals. By coupling communication about owned issues with appeals to associated groups, parties can highlight the significance of the issue and illustrate how their proposed policies will affect those groups. Consequently, this strategy strengthens party messaging, enhances issue importance, and fosters greater public engagement and awareness. Thus, we anticipate parties will employ a strategy of “competence amplification”, using appeals to related groups when their preferred issues lack public salience.

Hypothesis 4a: *Parties are more likely to combine their best issues with appeals to related groups when these issues are not salient to voters.*

Finally, using appeals to groups that are unrelated to the issue can help parties address situations in which their weaker issues are important to the electorate, making it problematic to completely avoid talking about them. In such cases, parties should aim to reframe these weaker issues to present them in a better light (Jerit, 2008). Issue reframing entails shifting the frame toward other policy domains that are more advantageous (Lefevere *et al.*, 2019). Parties often resort to frames that emphasize their own strengths, especially when their opponents have a better reputation regarding specific issues (Sides, 2006).

Group appeals can be particularly effective in this regard, as they help to shift the focus to other policy domains that are more favorable for the party. To redirect attention to areas in which the party holds ownership, parties can use appeals to groups that are associated with their stronger issues. For instance, when a mainstream right party is forced to address the issue of employment, it might highlight the need to support entrepreneurs to generate more

jobs, shifting the focus from employment to the economy. Similarly, radical-right parties might connect social welfare issues with negative appeals against immigrants (Ennser-Jedenastik, 2016; Rathgeb, 2021). Based on these considerations, our last hypothesis posits that parties are more likely to use appeals to unrelated groups when the public salience of their weaker issues is high.

Hypothesis 4b: *Parties are more likely to combine unfavorable issues with appeals to unrelated groups when these issues are salient to voters.*

Research design

Case selection

Our research focuses on the communication strategies of political parties in Austria, a parliamentary democracy that shares many characteristics with those of other European countries. Among these characteristics are the PR electoral system and the multiparty system, which includes the main party families of Western Europe. We include in our analysis the most important and durable parties of the recent decades: the Social Democratic Party (SPÖ), the Christian Democratic People's Party (ÖVP), the populist radical right Freedom Party (FPÖ), and the Greens. All of these parties have held seats in the lower chamber of the Austrian parliament before or after all elections throughout the entire research period (1990–2019)². Austria may also be regarded as a typical case with regard to competition over issues and social groups in a multiparty context. This is because the party system closely reflects the most important cleavages in the Western European context (church vs. state, capital vs. labor, urban vs. rural, materialist vs. post-materialist values, open vs. closed societies).

The SPÖ has traditionally been the party of workers, pensioners, and other members of the working class, representing their interests in parliament. The SPÖ is also a strong advocate for social welfare, economic redistribution, and labor rights. In addition, the party prioritizes policies that promote gender equality. In recent years, the party has also taken a more progressive stance on issues such as LGBTQ rights.

The center-right ÖVP has traditionally been the party of the upper-middle class and rural areas and was particularly popular among farmers and small business owners. The party is regarded as socially conservative on issues such as abortion and same-sex marriage, while it is economically liberal and advocates pro-business policies. The party also enjoys strong support among religious voters as it has been associated with the Catholic Church.

The FPÖ is a far-right populist party that is known for its strong anti-immigration stance, connected with a critical rhetoric against foreigners, refugees, and asylum seekers. Besides that, the party is also known for its Eurosceptic views, calling for greater autonomy for Austria within the European Union.

The Greens are a progressive party that focuses on environmental issues, social justice, and civil rights and liberties. Specifically, the party is a strong supporter of gender equality and the protection of minorities, such as the acceptance of refugees and asylum seekers and the promotion of LGBTQ rights.

The inclusion of these parties, which represent different ideological positions, key topics, and social groups, reflects the dynamics of a competitive multiparty environment. We are therefore confident that our results also apply to other countries with similar party systems. However, the generalizability of the results to countries with different party systems, such as two-party systems or those with strong sectoral parties, is less clear. Besides that, regions with different historical, cultural, or socioeconomic cleavages may exhibit different patterns of how parties connect social group appeals with policy issues. The specificities of party competition in those settings may require separate analysis and investigation.

Data

Dependent variable

To test our theoretical expectations, we use manifesto data provided by the Austrian National Election Study (AUTNES) (Müller *et al.*, 2020). Party manifestos are especially valuable in this study because they provide an extensive overview of policy priorities and appeals to different social groups by specific parties. Even though only a small fraction of voters might actually read them, electoral manifestos are particularly important for political parties and fulfill central

functions during the campaign both inside and outside the party (Eder *et al.*, 2017). Moreover, manifestos are the only type of document that can be regarded as an authoritative statement representing the party as a whole at a given point in time (Budge, 1987, 18).

The AUTNES coding scheme is based on strict grammatical rules to split natural sentences into smaller components (“statements”), which are then used as the coding units. Take, for example, this sentence from the 1990 SPÖ manifesto: “We want to increase opportunities for students by improving university buildings, equipment and staffing.” (SPÖ 1990: 29) According to the AUTNES unitizing rules, the sentence would be split into the following four statements:

- SPÖ for opportunities for students
- SPÖ for improvements to university buildings
- SPÖ for improvements to university equipment
- SPÖ for staffing improvements at universities

Every statement is then captured with three variables: a subject (usually the party authoring the manifesto), an object (a policy issue), and a predicate (a numerical value that records the relationship between the subject and the object as either positive, negative, or neutral). All statements are coded into a fine-grained scheme with more than 650 issue categories nested in three hierarchical levels. The details of the unitizing and coding process are explained in Dolezal *et al.* (2016).

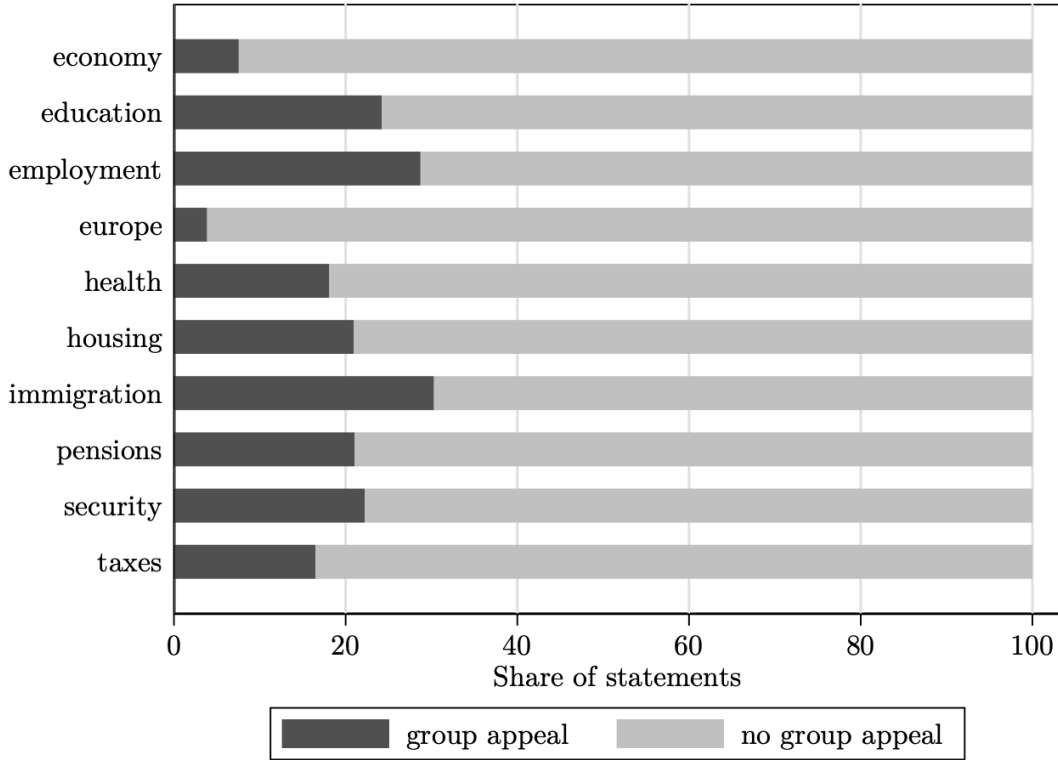
In addition to the information on policy appeals described above, we have collected data on appeals to social groups. We code group appeals in a similar way, namely whether parties associate themselves with or dissociate themselves from certain groups of people. Consequently, for the coding of group appeals, the object is the social group mentioned in the statement. The predicate indicates the relationship between the party and the group, which may also be either positive, negative, or neutral. For example, when groups are mentioned favorably or as beneficiaries of specific policies, the predicate is coded as positive. In contrast, when groups are referenced in a negative context or as objects of blame allocation or scapegoating,

the predicate is coded as negative. However, for this study, we consider only the salience of appeals to different groups and their connection to different policy areas. After several weeks of training, two research assistants and one of the authors read the election manifestos statement by statement to identify and code all appeals to social groups based on a detailed codebook. The inter-coder reliability scores (Krippendorff’s alpha) were 0.81 for the coded group appeals and 0.97 for the coded group object. The reliability test was based on a random sample of 2% of the total dataset (approximately 1,000 statements) stratified by party and election year.³

In a next step, we define the policy areas we are examining. In particular, we cover ten different issue categories: economy, education, employment, Europe, healthcare, housing, immigration, pensions, security, and taxes. Yet, we cannot cover all policy areas due to limitations in the survey data. For instance, general references to the welfare state and national defense are not included in the analysis. We match these ten policy topics to the corresponding AUTNES issue categories. For example, the category “health” contains all manifesto statements regarding the health care system, health insurance, and patients’ rights. The category “immigration” covers all migration-related issues, such as residence permits, integration of migrants, and asylum policy (see Table B.1 in the Online Appendix). Subsequently, we allocate all relevant policy statements in the election manifestos issued by the four largest parties (SPÖ, ÖVP, FPÖ, and the Greens) between 1990 and 2019 to one of the categories under study. We also determine for all social groups whether they are associated with a specific issue category. For example, “foreigners”, “migrants”, “refugees”, and “asylum seekers” are allocated to the category “immigration”. Similarly, “teachers”, “pupils”, and “students” are assigned to the category “education” (see Table B.2 in the Online Appendix for an overview).

Based on the manual coding of social groups, we thus obtain three different dependent variables: Our first dependent variable is a summary of all group appeals by a party in a given election. We use this to test our general hypotheses on whether the relationship between parties’ issue communication and the relative frequency of group appeals depends on issue ownership and public issue salience. On average, across all issues, one in five party messages contains a group appeal, which attests to their importance in election programs (see Figure 1). To test

Fig. 1: Shares of statements with group appeals



H4a and H4b, we distinguish between appeals to groups associated with the same policy issue (e.g., security and criminals) and appeals to groups unrelated to the topic (e.g., migrants and education). For each variable, we calculate the share of a party’s group appeals in an election relative to all party messages on a given policy issue in a manifesto.

Independent variables

We combine these supply-side data on policy and group appeals with public opinion data on party issue competence and public issue salience. First, public opinion data on perceived issue competence comes from the Fessel-GfK surveys for the elections between 1990 and 2008. These surveys asked respondents to name the party “most competent concerning the problem” or “with the strongest commitment to solving this problem”. While the operationalization of issue ownership with this standard measure has been criticized (see, for example, Stubager, 2018), our choice was due to data availability.

The data for the 2013 election were collected by Market in May 2013. For the 2017 election,

we use data collected by the Issue Competition Comparative Project (ICCP) (Kritzing *et al.*, 2019) in September and October 2017. Issue coverage and question wording vary slightly over time, but the items are comparable across surveys. To maximize coverage, we use mean imputation for missing values. We also normalize the sum of all responses across parties to 100 percent per issue and election year. Table B.4 in the Online Appendix provides an overview of all policy areas, the question wording, and the election coverage over time.

Fig. 2: Trend of perceived party competence ratings by issue (1990–2019)

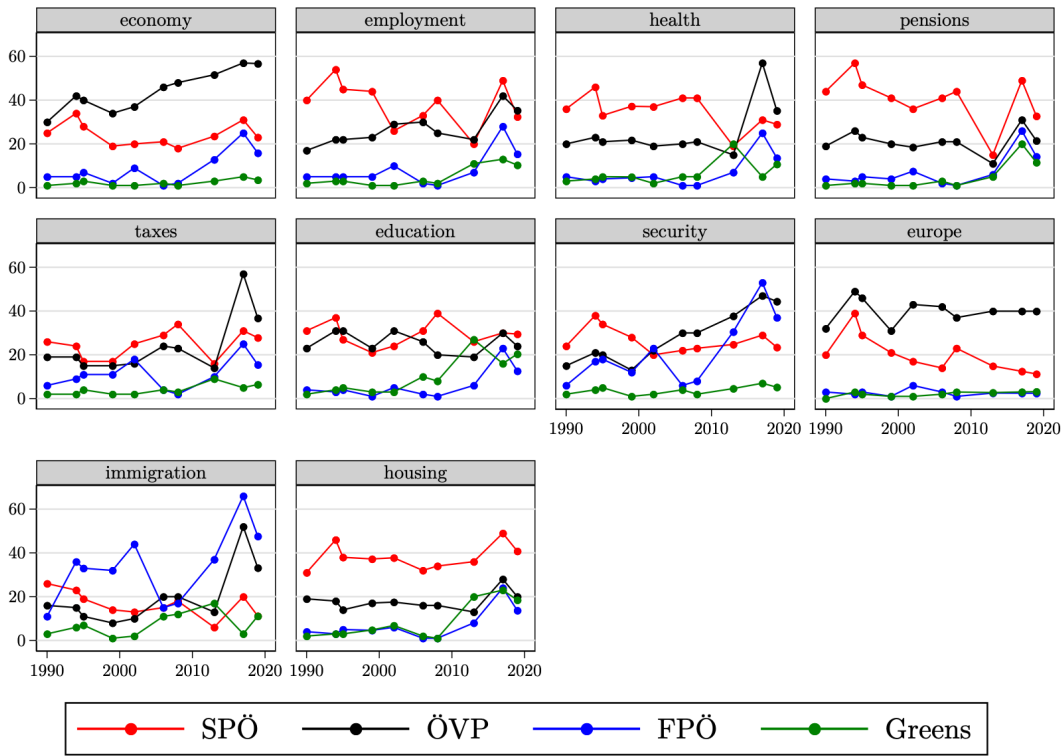
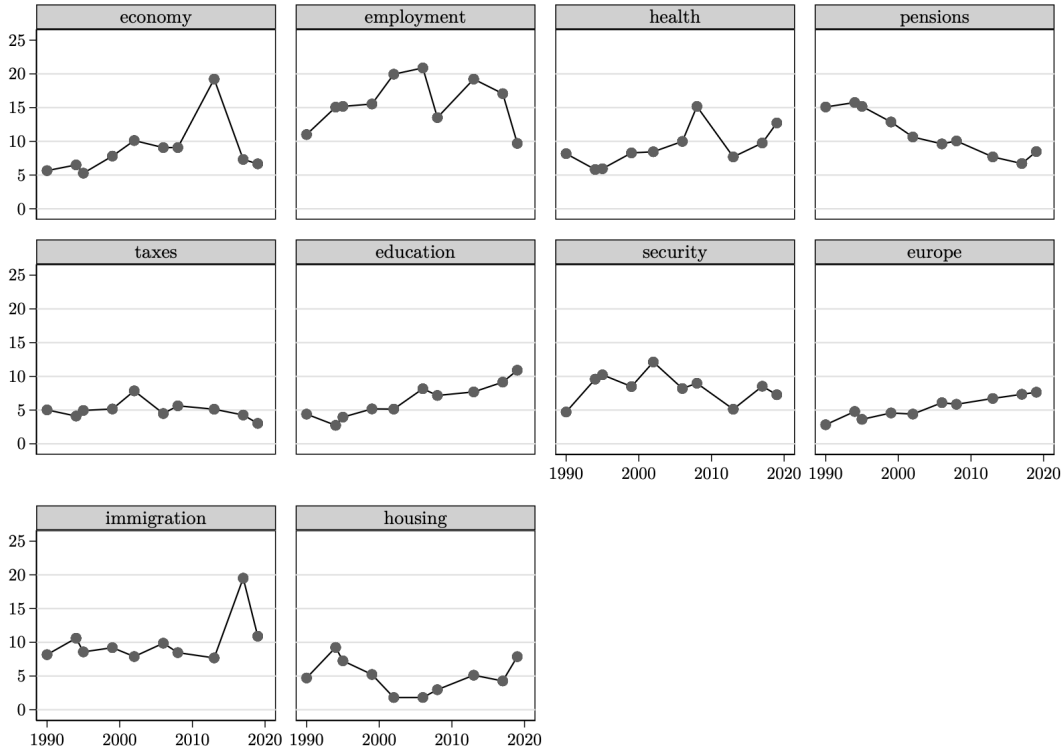


Figure 2 shows the perceived party competence for all parties by individual issues. Issue competence was quite volatile and disputed for issues such as education and security, with up to three different parties alternating the lead throughout the period of observation. Other issues were more stable with clearer patterns of issue ownership: the ÖVP dominated economic issues, and the SPÖ was constantly seen as the most competent party on housing and pensions.

Second, to operationalize issue salience, we also use the annual surveys conducted by the Fessel-GfK polling agency on behalf of the ÖVP between 1989 and 2007. Specifically, respon-

Fig. 3: Trends in issue salience among voters (1990–2019)



dents were asked to choose the most important problems from a list of issues. For the later years, we base our analyses on the Eurobarometer (EB) surveys. Here, we focus on the item asking respondents about the two most important issues facing Austria at the moment. Figure 3 displays the trends in voter issue salience for the period under study.

Analysis

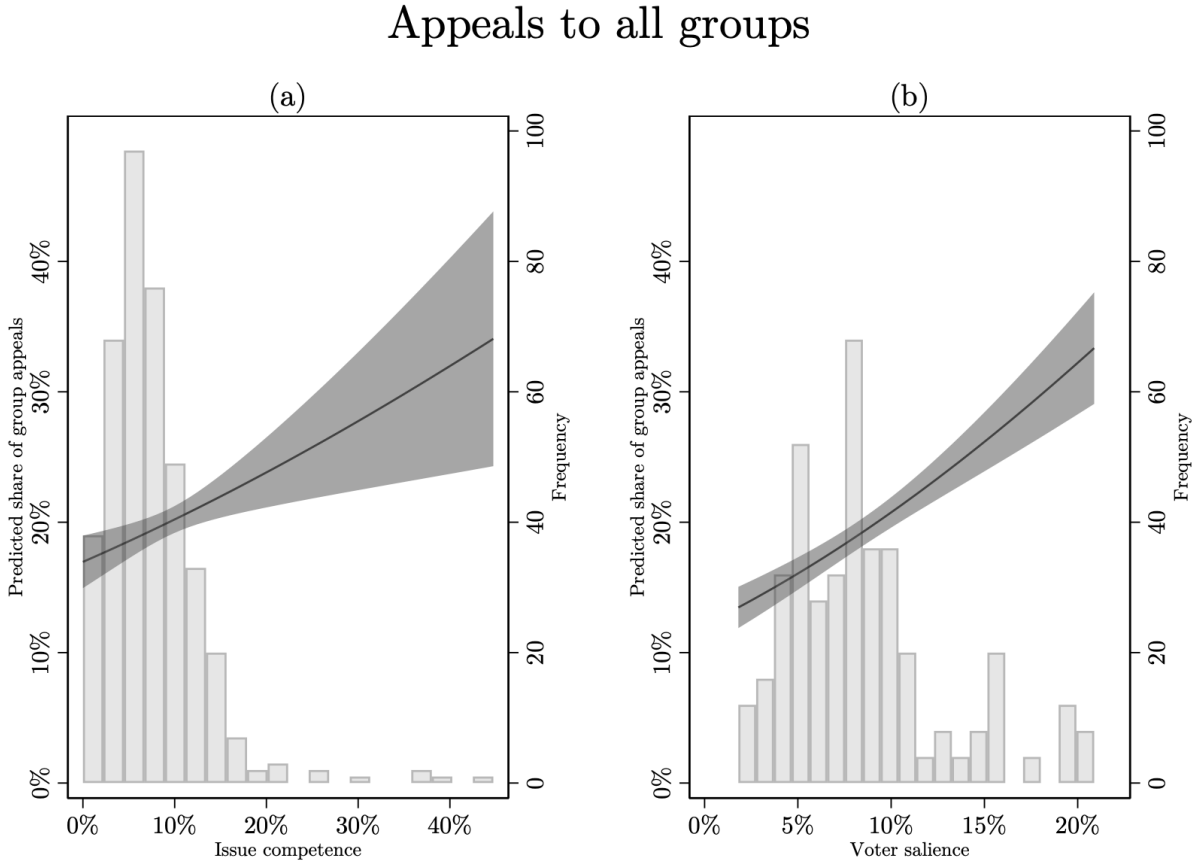
How do parties link communication about policy issues with group appeals? To test our hypotheses, we set up our data in an elections (10) \times parties (4) \times policy issues (10) format, resulting in 400 observations in total.

To inspect general patterns of linkages between issues and groups, we first analyze whether parties' use of group appeals in their issue communication depends on issue ownership (H1), issue salience (H2), and their interaction (H3a/H3b). The dependent variable here is the share of policy statements on an issue in a given manifesto that are linked to an appeal to any

type of social group. Moreover, to examine the specific patterns of issue–group linkages for particular group categories, we distinguish whether a statement appeals to groups that are related to a given policy issue or groups that are unrelated to the issue. Here, we expect that when their best issues are not important to voters, parties should attempt to make them more salient with appeals to related groups (H4a). We also expect that when they need to respond to unfavorable issues because they are important to voters, parties can try to reframe those issues with appeals to unrelated groups (H4b). The key explanatory variables are voters’ issue salience and parties’ issue competence scores. Descriptive evidence is available in the Online Appendix (see Figure C.1). Our three dependent variables are shares that are bound between zero and one, which imposes a pattern on the residuals and cannot be estimated appropriately with linear models. We account for this problem by estimating fractional probit regression models (Papke & Wooldridge, 1996). All models include fixed effects at the level of parties and elections, and we control for systemic issue salience.⁴ As observations are not independent of each other, we cluster standard errors at the level of party-years.

Table D.1 in the Online Appendix presents the results from the three fractional probit regression models without interactions. We observe a positive coefficient for issue competence (p-value below 0.01). Predicted shares in the left panel of Figure 4 show a substantive effect size: parties were up to 17% more likely to address a group when voters perceived them as very competent on an issue. The positive effect suggests that parties appeal to groups when they are seen as more competent to deal with an issue, which is in line with H1. Moreover, a positive coefficient for voter salience suggests a strong effect of public issue salience on group appeals: when voters cared less about an issue, parties appealed to social groups in roughly 13% of their statements on these topics. For the most important campaign issues, this value rose to 33%. Thus, parties were more likely to address a group on issues that were important to voters (+20%). This means that parties use group appeals in responding to voter issue priorities and confirms H2. To the best of our knowledge, this is the first evidence that parties link group appeals with policy issues that are important to voters and in which they are particularly competent.

Fig. 4: Predicted share of appeals to all groups at different levels of issue competence and issue salience

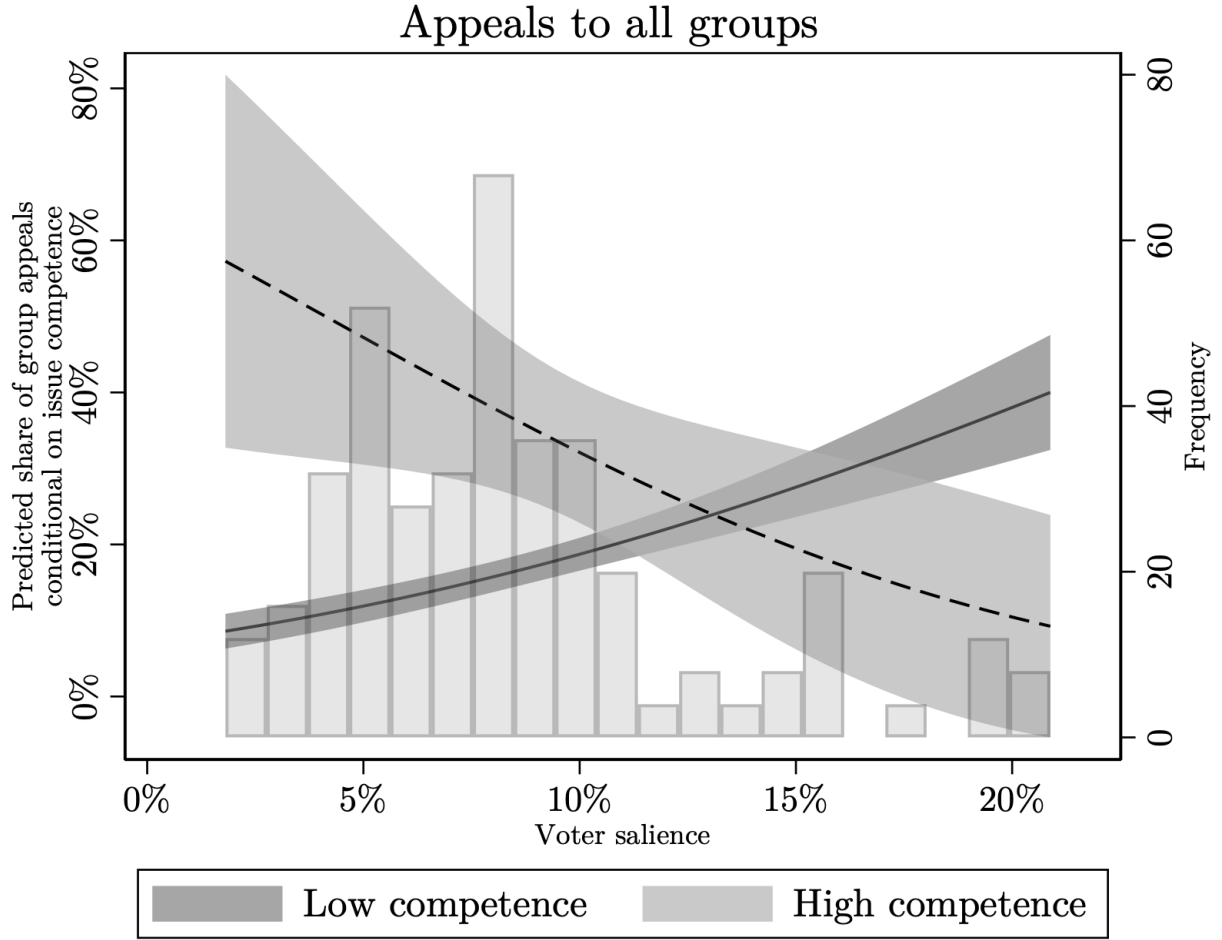


Notes: Results based on Model 3 in Table A.7. Shaded areas indicate 95% confidence intervals. Bars display variable distributions.

Table D.2 in the Online Appendix presents the results from the three fractional probit regression models with interactions between issue competence and voter salience. Figures 5–7 plot the predicted shares for a more intuitive interpretation of effect sizes. Model 1 in Table D.2 shows the results for appeals to all types of groups. We observe a negative coefficient of -30.91 (p-value below 0.01) for the interaction term between issue competence and voter salience.

The predicted shares in Figure 5 clearly show that when voters cared less about an issue and perceived party competence was low, parties appealed to social groups in only 9% of their statements on these topics. This makes sense, given that parties should not have any incentive to draw more attention to issues in which they are not perceived as competent and that are also not a priority for voters. Similarly, for the most important campaign issues in which parties

Fig. 5: Predicted share of appeals to all groups conditional on issue competence at different levels of issue salience



Notes: Results based on Model 1 in Table A.8. Shaded areas indicate 95% confidence intervals. Bars display variable distributions.

are regarded as competent, this value also amounts to 9%. As this is already the best possible scenario from an issue competition perspective, parties should not have specific advantages from using group appeals in their communication in this particular situation. This is clearly in line with our expectation formulated in H3a.

Moreover, the predicted shares of issue statements with group appeals shown in Figure 5 indicate that parties are most likely to use group appeals in communicating on their best issues when these issues are not salient to voters. In addition, parties are also more likely to connect their policy statements with group appeals when they are not considered to be competent on

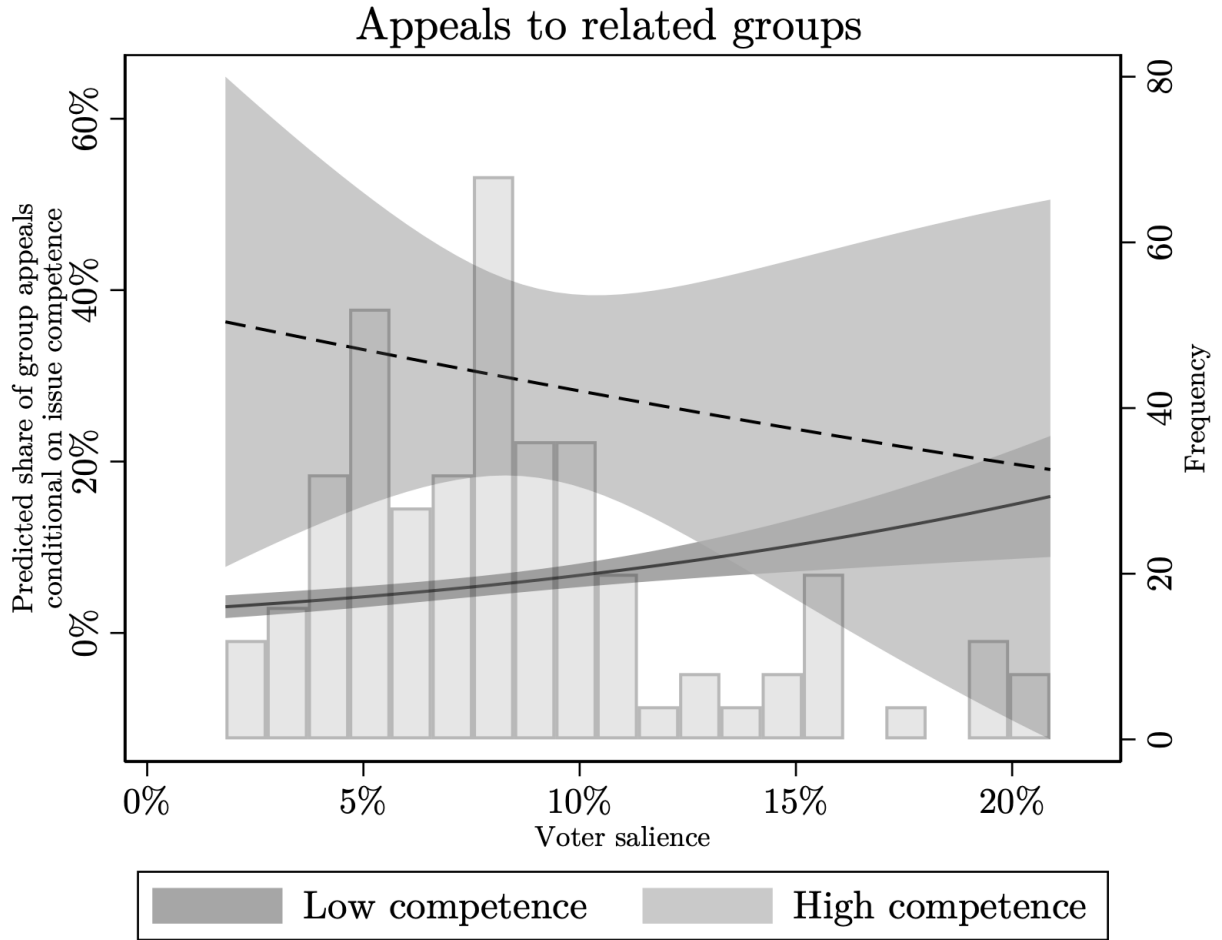
an issue that is important to voters. These results confirm H3b.

Following up on these general results, we now examine the specific patterns of issue-group linkages for particular group categories. In the theory section, we argue that issue ownership may account for the between-party variation of issue-group associations. H4a argues that parties should try to draw more attention to their best issues by connecting them with appeals to related groups. We test this expectation in Model 2 in Table D.2 in the Online Appendix, using the share of issue statements connected with appeals to associated groups as the dependent variable. The results are visualized in Figure 6. Model 2 shows that there is no statistically significant interaction between voter salience and issue competence. Thus, we find no empirical evidence for the hypothesis that parties are more likely to combine their best issues with appeals to associated groups when public salience is low.

In contrast, H4b formulates the expectation that parties will link their weaker issues with unrelated groups in order to impose a more favorable angle of interpretation on these issues. We further hypothesize that such behavior is more plausible for unfavorable issues that parties cannot avoid due to their high importance to voters. Model 3 in Table D.2 in the Online Appendix tests these expectations by using the share of appeals to unrelated groups as the dependent variable.

The results show a highly statistically significant negative interaction. Figure 7 plots the predicted shares for appeals to groups unrelated to an issue with low and to an issue with high competence across the empirical range of voter issue importance. The slopes exhibit opposite patterns for both groups: parties with high levels of issue competence were, on average, less likely to appeal to unrelated groups when these topics were more important in an election (-26%). Larger confidence intervals indicate that there is more variation between parties and elections for issue-owning parties addressing topics of low voter concern. However, we find clear evidence for our expectation that appeals to unrelated groups are more frequent when parties with low competence evaluations cannot avoid such issues due to their high electoral relevance. We clearly see that parties rarely link unrelated groups to these *unfavorable* issues as long as there was no voter demand, yet this increases for the most important campaign topics (+20%).

Fig. 6: Predicted share of appeals to related groups conditional on issue competence at different levels of issue salience

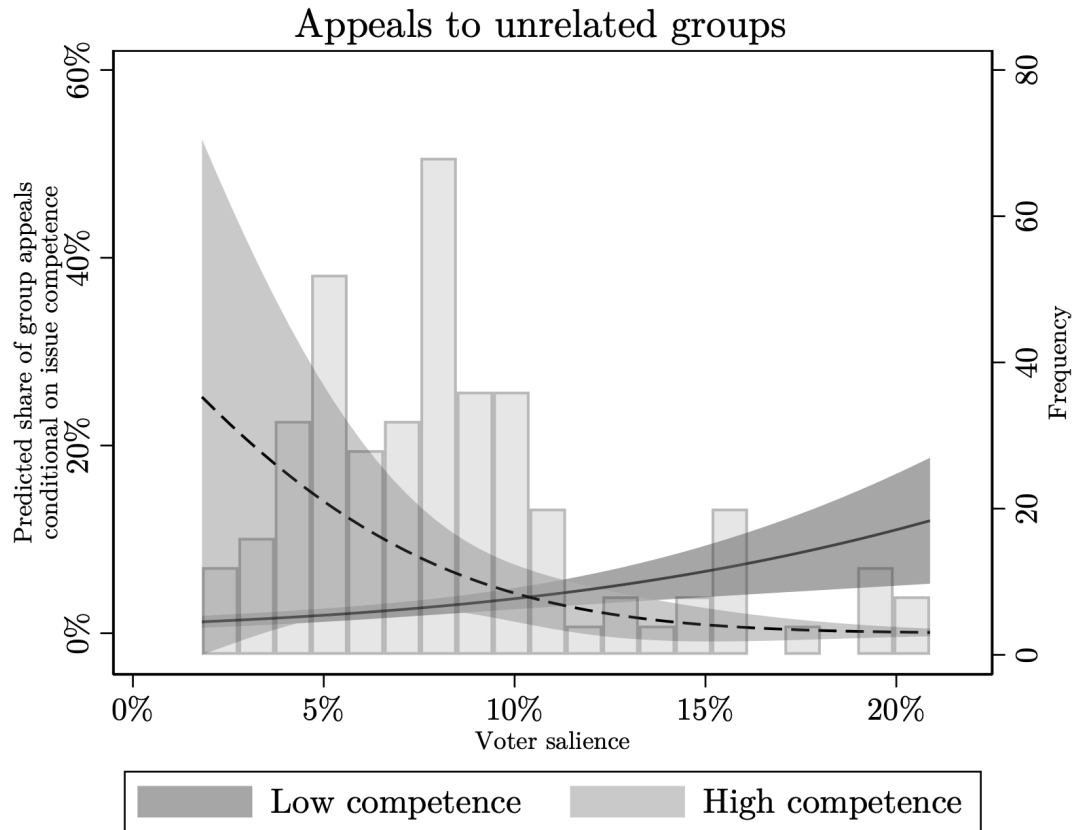


Notes: Results based on Model 2 in Table A.8. Shaded areas indicate 95% confidence intervals. Bars display variable distributions.

In line with H4b, parties only opt for issue reframing when they cannot avoid an issue on which they are not seen as competent.

In sum, our findings suggest that both issue ownership and riding-the-wave strategies are important determinants for parties' use of group appeals in their communication about policy issues. In line with H1 and H2, we find that parties strategically link communication about their best issues with appeals to social groups and on issues that are important to voters. We also find empirical support for our expectation that parties resort to a strategy of issue reframing when an issue in which they are not seen as competent is of high voter importance

Fig. 7: Predicted share of appeals to unrelated groups conditional on issue competence at different levels of issue salience



Notes:

Results based on Model 3 in Table A.8. Shaded areas indicate 95% confidence intervals. Bars display variable distributions.

(H4b). Conversely, we could not confirm H4a, which states that parties will be more likely to combine their best issues with appeals to related groups when these issues are not salient to the public.

Discussion and conclusion

Social identities and group attitudes have great potential to shape political behavior and public opinion on policies. Appeals to different social groups therefore play an important role in parties' campaign communication. While there is a growing interest in how parties use group appeals to associate themselves with or dissociate themselves from specific groups (Huber, 2022; Stuckelberger & Tresch, 2022; Dolinsky, 2023; Thau, 2023), we still lack a good understanding

of the connection between group appeals and policy appeals. To the best of our knowledge, there are only two other studies, namely those by Horn *et al.* (2021) and Thau (2019), to date that investigate this linkage. However, both works first examine the social groups parties appeal to and then collect additional information on the policies the parties offer for these groups. In contrast, we start with parties' policy appeals and then investigate how their communication about policy issues is combined with group appeals. More generally, our approach differs from previous studies in that we focus on the strategic usage of group appeals within specific policy domains rather than using different group categories as a starting point.

Drawing on existing theories of issue competition, this study has presented new theoretical arguments on parties' usage of group appeals: First, we expected that parties should underpin communication about their best issues with frequent appeals to social groups. Second, we argued that parties would have an incentive to rely on group appeals when they talk about issues that are salient to voters. Besides these general considerations, we distinguished between different situations to generate our hypotheses about how parties link appeals to different types of groups with their communication about policy issues. Specifically, we assumed that parties would maximize the impact of their electoral messages by associating issues on which they enjoy a good reputation with appeals to associated groups in order to generate more public attention for their best issues. Conversely, we expected parties to conceal their lack of competence for their weaker issues by relying on appeals to unrelated groups. These theoretical considerations tie in with related approaches in previous research, such as the issue entrepreneur framework (De Vries & Hobolt, 2012; Hobolt & De Vries, 2015), which suggests that parties try to mobilize issues that disrupt the political equilibrium to challenge the status quo and mitigate their competitive disadvantage.

We have tested our expectations using original data on party communication from national election manifestos (1990–2019) and survey data in Austria. Our results indicate that parties strategically link policy issues with group appeals and are indeed more likely to address social groups on issues in which they are more competent than other parties. The findings also indicate that parties are more likely to use group appeals when talking about publicly salient

issues. Moreover, we show that parties strategically link unfavorable policy issues with appeals to unrelated groups when these issues are important to voters. In doing so, they try to provide a more favorable angle of interpretation for issues in which they have a low competence by linking them to unrelated groups, but only when they are forced to address these issues because the electorate regards them as salient. In contrast, we could not confirm our expectation that parties combine issues with related groups when issue competence is low but public issue salience is high.

These findings have important implications for our understanding of party competition on policy issues and social groups. Prior research indicates that parties frequently make explicit appeals to social groups in their communication during election campaigns (Thau, 2019; Huber, 2022). We add to this research by showing that parties use appeals to societal groups to exploit their competitive advantage on particular issues and react to voters' issue priorities. This study also extends the previous literature, which has mainly focused on individual groups, for example, defined by social class, gender, religion, or race and ethnicity. Our results thus provide a more nuanced understanding of how parties communicate with voters in their campaign rhetoric.

In the existing literature on political behavior, there is a widespread consensus that social identities and group sentiments have major impacts on both citizens' policy preferences and their electoral choices. This implies that the use of group appeals is of particular importance for voters to gain knowledge of and form an opinion about parties' policy proposals, and make meaningful electoral choices. Our study therefore has important implications for the representation of citizens' preferences through political parties. More specifically, the result that parties use group appeals in line with voter issue priorities and their policy reputation may crucially affect voters' opportunities to learn about parties' policy stances on all relevant issues during electoral campaigns and how they affect different groups in society. While it should be relatively easy for voters to gain a good understanding of the salient topics and parties' owned issues, this could be much more difficult for other issues. Ultimately, this might affect policy congruence between citizens and political elites and thereby the quality of representation through political parties.

However, as our analysis looks only at a small number of parties in a single country, it has certain limitations. Cross-national research is needed to advance this agenda, such as examining the impact of party characteristics (e.g., in terms of the number and heterogeneity of groups they represent or the diversity of their issue strategies) or country-level factors (e.g., electoral system and polarization) on the linkage of group appeals and issue strategies. For example, differences between niche and mainstream parties might explain the null findings for our expectation that parties combine issues with related groups when issue competence is low but public issue salience is high.

Future research should also investigate whether and how the results presented in this study for explicit group appeals differ when focusing on implicit group appeals instead. Another interesting avenue for future research could be to examine the question of how political parties use positive and negative group appeals to frame certain groups as beneficiaries of specific policies or as targets of blame allocation or scapegoating in order to communicate their policy positions. Furthermore, we think it would be important for the literature on issue ownership to pay more attention to the differentiation between a party's short-term handling capacity for specific issues and its long-term perception as representing particular constituencies (as already suggested by Petrocik, 1996). This refinement could provide a more nuanced and improved understanding of issue ownership dynamics and its linkage with social groups.

Despite these limitations, our study represents a crucial starting point for examining the linkage between issue strategies and group appeals.

Notes

¹Importantly, the following expectations refer to mainstream as well as niche parties, but not to sectoral parties, whose main motivation is to appeal to a very distinct group constituency.

²The Greens lost parliamentary representation after the 2017 elections as they fell below the 4% threshold, yet they immediately reentered the *Nationalrat* after the subsequent election in 2019. The remaining parties were permanently represented in parliament.

³The coding instructions and multiple examples of the coding are provided in the Appendix.

⁴Following Green-Pedersen & Mortensen (2015, 752), we calculate the party system agenda as the average issue attention of all other parties in a given election.

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Notes on contributors

Lena Maria Huber is a Post-doctoral Research Fellow at the Mannheim Centre for European Social Research (MZES), University of Mannheim. Her research interests include party competition, political communication, political attitudes and behavior, and representation. Her articles have appeared in journals such as *The Journal of Politics*, *Political Communication* and the *European Journal of Political Research*.

Martin Haselmayer is a senior research fellow at the University of Vienna (Department of Government) and an associated postdoctoral researcher in the Varieties of Egalitarianism project at the University of Konstanz. His research focuses on political communication, elections, and inequality. His work has been published in journals such as the *British Journal of Political Science*, *European Journal of Political Research* and *Political Communication*.

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Promising links: How parties combine policy issues with group appeals

Lena Maria Huber^{*1}, Martin Haselmayer^{**}

^{*}MZES, University of Mannheim, ^{**}University of Vienna

Online Appendix

¹**Corresponding Author:**

Lena Maria Huber
Mannheim Centre for European Social Research,
University of Mannheim,
A5, 6 Building A
68159 Mannheim, Germany
lena.huber@uni-mannheim.de

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A. Coding approach for group appeals

This coding instruction is a guide to coding group appeals in election manifestos. Put simply, we examine the statements made by parties in election manifestos with regard to the mention of social groups. The relevant election manifestos (1990–2019) are processed in Excel files, which contain the coding for group objects, group categories, and group predicates in addition to the grammatical sentences, statements, issues and actor coding. The correct coding of the additional group variables is explained below.

A.1. Definition of group appeals

Parties explain their political goals and demands in their election manifestos in a comprehensive manner. This includes concrete political contents and measures (policies), but also the mention of social groups or a combination of both. To be able to record whether specific social groups are mentioned or addressed in a statement, several additional variables have to be coded into the AUTNES framework for the analysis of election manifestos. The definition of a group appeal is based on Thau (2019, 65):

“[...] group-based appeals [are defined] as explicit statements that link a political party to some category of people. They consist of three parts: (1) some political party (2) is associated or dissociated (3) with some group.”

According to this definition, group appeals basically consist of three elements: (1) a political party or political actor, (2) a positive or negative association, and (3) a social group. The coding thus works quite similarly to the AUTNES issue coding of election programs. That is, a subject (usually a political party) talks about an object (a particular social group), and the relationship between the two can be positive, negative, or neutral (predicate).

Table A.1: Coding of group appeals

1	subject	Who is speaking?
2	object	Which group is being addressed?
3	relation	What is the relationship between subject and object?

A.2. Assignment of group appeals to individual statements

Ideally, group appeals should not be identified directly in the statements but by carefully reading the grammatical sentences in the original election manifesto. This should include marking each sentence in which a social group is mentioned. However, to incorporate the corresponding variables into the AUTNES coding structure, it is necessary to code them at the statement level. Therefore, the exact statements that cover the social groups in terms of content are coded accordingly. Thus, it may happen that one part of the statements in a sentence is coded as a group appeal, but the other part is not.

“Austria needs a new form of agriculture because the costs of surplus production for farmers, taxpayers, and consumers have long since exceeded the limits of what is bearable” (SPÖ 1990, 23).

Based on the rules of statement formation (see AUNTES coding instructions for election manifestos), the four following statements were formed:

- SPÖ for new form of agriculture
- SPÖ against costs of surplus production for farmers
- SPÖ against costs of surplus production for taxpayers
- SPÖ against costs of surplus production for consumers

Accordingly, the first statement does not contain a group appeal, while the second, third, and fourth statements were coded as a positive appeals toward farmers, taxpayers, and consumers, respectively.

A.3. Special coding rules

Special attention must be paid to the following points when coding group appeals:

- General supportive statements
A positive predicate is coded for all wordings that indicate a positive stance of the party toward a specific target group—without further detailing the specific policy measure. “We stand on the side of women.”, “We support employees.”, “The middle class can rely on us.” are coded with a positive relation (+1).
- Effects of election promises
Parties often promise certain policy measures that mainly or exclusively affect certain social groups, but without explicitly mentioning the group in question. In such cases, no group appeal is coded.
We want to abolish tuition fees. (SPÖ 2008: 13)
We demand a significant increase in the care allowance [...]. (SPÖ 2008: 21)
- Mentions of two groups in one statement
In principle, exactly one social group is coded per statement. This becomes problematic if two social groups are mentioned in one statement. In most cases, however, this only happens if two groups are treated equally or if the benefits for different groups are equalized. In this case, one of the two groups mentioned always benefits, and only this group is then recorded in the coding.
We Greens want equality between women and men in the labor market. (Greens 2006: 12)
Coding: +1 women
- Hidden mentions of social groups
In some cases, social groups are not mentioned explicitly but are “hidden” in other phrases such as adjectives or compound nouns. In such cases, a group appeal is also coded.
Farmer income levels must be fair and just (SPÖ 2008: 27).
Coding: +1 farmers

- Deterioration of the status quo

If a party calls for measures that, if introduced, would lead to a deterioration for a specific group compared to the status quo, a negative predicate is coded.

Care in old age for all and millionaires are finally allowed to make their contribution. (SPÖ 2017: 10)

Coding: -1 millionaires

- Sentence references

Parties often mention a social group or promise a measure for a certain group and refer to it in the next sentence—for example with the phrases “this” / “that” / “they” / “those”. In this case, a group appeal is coded for the corresponding statements both in the statement of the original sentence and in the doubled statements, which were formed based on the AUTNES unitizing rules.

Physicians are the supporting pillars of the healthcare system. They need better working conditions and fair pay (Team Stronach 2013: 13).

According to the AUTNES unitizing rules, the sentence is decomposed into the following statements:

Team Stronach for physicians

Coding: +1 Doctors

Team Stronach for supporting pillars of the healthcare system

Team Stronach for physicians

Coding: +1 physicians

Team Stronach for better working conditions for physicians

Coding: +1 physicians

Team Stronach for fair pay for physicians

Coding: +1 physicians

A.4. Examples

- *We want to eliminate the burden of boarding school costs for apprentices. (SPÖ 2008: 15)*
Coding groups: +1 apprentices
- *The long-term unemployed should receive a job guarantee, also to ensure good pensions in old age. (SPÖ 2019: 95)*
Coding groups: +1 long-term unemployed
- *For women who leave the workforce to raise children, special training programs should be offered to make it easier for them to return to work. (ÖVP 1990: 24)*
Coding groups: +1 women
- *Hardly any other profession is as important to our society as our teachers. (ÖVP 2019: 30)*
Coding groups: +1 teachers
- *Our social system has to take special account of the needs of senior citizens. (FPÖ 2008: 7)*
Coding groups: + senior citizens
- *Families are the most important factor for the functioning of a community. (FPÖ 2017: 16)*
Coding groups: + families
- *Rainbow families must not be disadvantaged in Austria. (Greens 2019: 51)*
Coding groups: +1 rainbow families
- *There are still many gaps in social insurance for artists. (Greens 2019: 75)*
Coding groups: +1 artists

B.Dataset and data structure

Table B.1: Assignment of issues

Economy	economy (general), market / liberalisation / deregulation, globalisation, financial sector / banks, businesses
Education	education general, education in kindergarten, school, university and college, vocational training
Employment	job market / unemployment, employment protection, salaries / wages / earnings
Europe	EU (general), treaties / steps of integration / Euro, enlargement, participation / democracy, policies
Health	health care system, health care spending, health insurance, rights / duties of individuals
Housing	rent / housing costs, rent control, public housing, housing benefits
Immigration	immigration general, asylum, integration, citizenship
Pensions	pension system, pension increases, pension funding, retirement age
Security	combating crime, criminal prosecution, penal system, crime prevention
Taxes	taxes (general), taxes for individuals, taxes for businesses

Table B.2: Assignment of groups

Economy	entrepreneurs, employers, founders, self-employed, investors
Education	teachers, pupils, students, educators, instructors, apprentices, graduates, school leavers, professors, academics
Employment	workers, employees, wage earners, professionals, job-seekers, unemployed people, unemployment benefit recipients, people out of work
Europe	EU citizens, EU politicians, EU officials, EU bureaucrats, EU foreigners
Health	patients, sick people, injured people, addicts, doctors, health personnel, nurses, midwives, therapists
Housing	tenants, landlords, property owners, apartment seekers
Immigration	immigrants, migrants, foreigners, refugees, asylum seekers, migrant workers, third-country citizens, persecuted people
Pensions	pensioners, senior citizens, retirees, recipients of minimum pensions, elderly people
Security	criminals, perpetrators, sex offenders, child abusers, prisoners, drug dealers, terrorists, Islamists, extremists, crime victims, police officers, law enforcement officials, investigators
Taxes	taxpayers, taxable persons, tax evaders

Table B.3: Data structure: Issue and group coding

Sentence	Group object	Group category	Issue category
With the employment guarantee, we want to offer every older unemployed person a job paid according to the collective agreement after one year of unemployment at the latest. (SPÖ 2017: 28)	unemployed people	employment	employment
In order to support students, we want to reintroduce student housing subsidies to create more affordable living space. (SPÖ 2019: 138)	students	education	housing
Clear rules for immigration: The Austrian economy needs foreign workers. (ÖVP 1999: 48)	foreign workers	immigration	economy
Pensioners in particular are suffering from inflation and rising prices. (ÖVP 2008: 12)	pensioners	pensions	economy
Criminal asylum seekers are deported immediately and without the possibility of appeal. (FPÖ 2006: 4)	criminal asylum seekers	security	immigration
Employment permits for foreigners are only to be issued for a limited period of time and only if there is an acute shortage of labor in the relevant profession that cannot be remedied in the medium term. (FPÖ 2006: 2)	foreigners	immigration	employment
People who are addicted to drugs need help, not prosecution. (Greens 2013: 100)	drug addicts	health	security
More educational opportunities are needed to make the transition to the working world of tomorrow easier for employees. (Greens 2019: 46)	employees	employment	education

Table B.4: Issues, question wording, and covered elections in public opinion data

Issue	Survey	Question wording	Elections
Economy	GfK	Promoting economic upturn	1990 – 1995
	GfK	Promoting economic upturn. Strengthening Austria as location for business	1999 – 2002
	GfK	Securing economic growth	2006 – 2008
	ICCP	Promoting economic growth	2017
Education	GfK	Improving the education system	1990 – 1999
	GfK	Improving and modernizing the school and education systems	2002
	GfK	Improving and modernizing the school and education system	2006 – 2008
	Market	Education reform	2013
	ICCP	Introducing comprehensive schools	2017
Employment	GfK	Fighting unemployment	1990
	GfK	Protecting and creating jobs	1994 – 2002
	GfK	Securing and creating jobs	2006 – 2008
	Market	New jobs	2013
	ICCP	Fighting unemployment	2017
Europe	GfK	Ensuring a rapid joining to the EC	1990
	GfK	Representing Austria's interests in the EU	1994 – 2002
Health	GfK	Improving the hospital and health care system	1990 to 1995
	GfK	Ensuring good medical care for all Austrians	2002
	GfK	Securing decent medical care for all Austrians	2006 – 2008
	Market	Health reform	2013
Housing	GfK	Creating more affordable housing	2006 - 2008
	Market	Affordable housing	2013
	ICCP	Creating affordable housing	2017
Immigration	GfK	Coming to grips with the question of 'foreigners'	1990
	GfK	Coming to grips with the 'foreigners' question	1994 – 2002
	GfK	Coming to grips with the 'foreigners' problem	2006 – 2008
	Market	Immigration	2013
	ICCP	Controlling immigration	2017
Pensions	GfK	Securing the pensions	1990 – 1999
	GfK	Securing the present pensions	2002
	GfK	Securing pensions	2006 – 2008
	Market	Pensions	2013
	ICCP	Fighting poverty in old age	2017
Security	GfK	Providing for law and order	1990
	GfK	Fighting crime	1994 – 1999
	GfK	Providing for law and order and less crime	2002
	GfK	Promoting domestic security and less crime	2006 – 2008
	Market	Terrorism	2013
	ICCP	Protecting Austria from terrorism	2017
	GfK	Reducing taxes	1990

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Taxes

Table B.4 – *Continued from previous page*

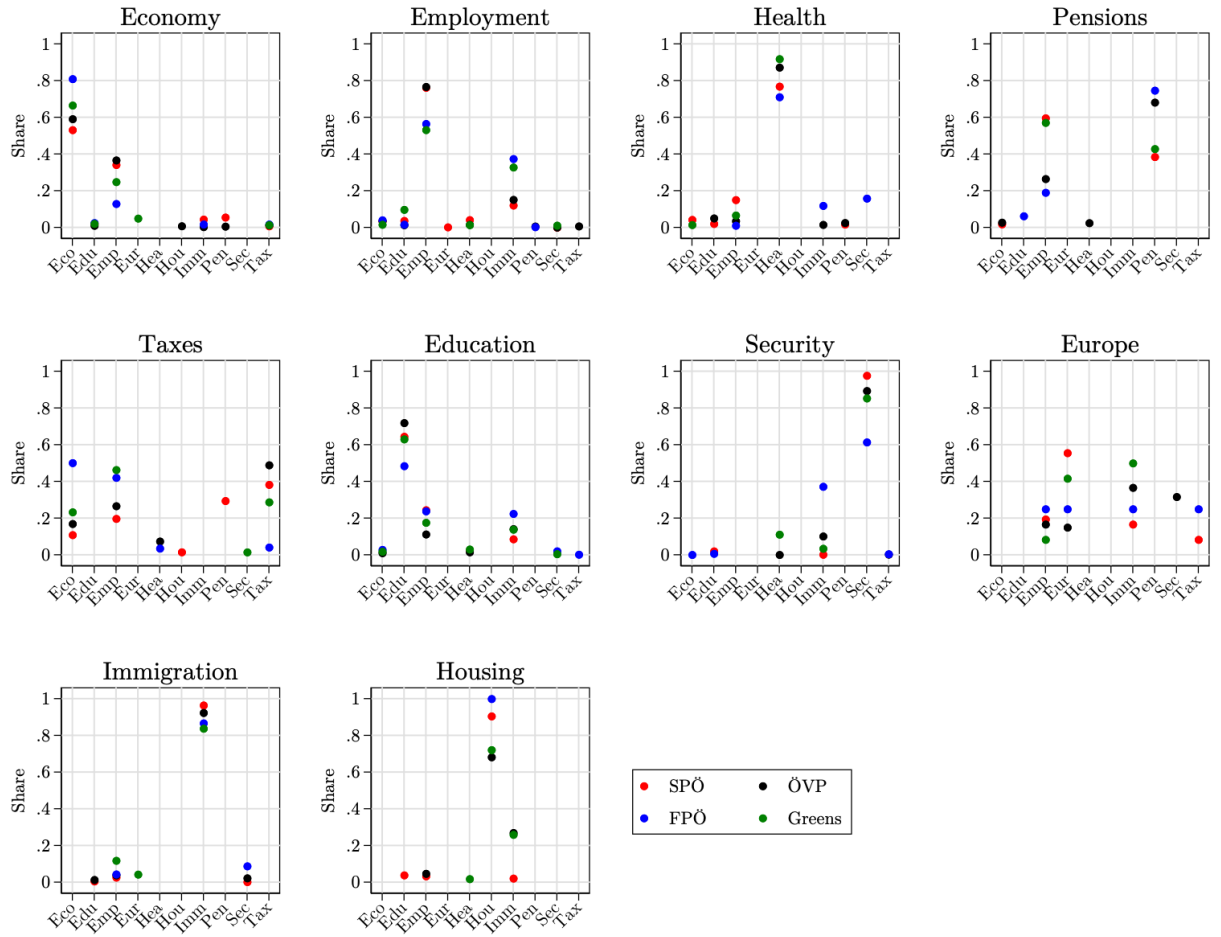
Issue	Survey	Question wording	Elections
	GfK	Reducing the tax burden	1994 – 1999
	GfK	Accomplishing a fair taxation system, cutting back on taxes and dues	2002
	GfK	Tax reform, cutting taxes and contributions	2006 – 2008
	Market	Cutting taxes	2013

C. Descriptive statistics

Table C.1: Summary statistics

	Mean	SD	Min	Max	N
Share of group appeals	0.19	0.15	0	1	400
Share of related group appeals	0.09	0.12	0	1	400
Share of unrelated group appeals	0.04	0.08	0	1	400
Issue competence	0.08	0.05	0	0.45	400
Issue salience	0.09	0.04	0.02	0.21	400
Systemic salience	0.08	0.06	0.02	0.31	400

Fig. C.1: Average shares of party-issue-group combinations



Notes: The y-axis shows the average share of party-issue-group combinations on a given issue. The x-axis denotes groups.

Fig. C.2: Average shares of group appeals across issues, parties and elections



Notes: The y-axis shows the share of group appeals on a given issue across elections for each party.

D. Regression models

Table D.1: Effect of issue competence and voter salience

	Model 1		Model 2		Model 3	
Issue competence	1.39***	(0.38)			1.24***	(0.39)
Voter salience			3.28***	(0.46)	3.57***	(0.47)
Systemic salience					-1.06***	(0.35)
Constant	-0.96***	(0.12)	-1.08***	(0.11)	-1.13***	(0.13)
Party fixed effects	Yes		Yes		Yes	
Election fixed effects	Yes		Yes		Yes	
Observations	400.00		400.00		400.00	
Log likelihood	-195.89		-194.58		-193.84	

Note: Robust standard errors in parentheses.

* $p < 0.1$, ** $p < 0.05$, *** $p < 0.01$

Table D.2: Effect of issue competence and voter salience

	Model 1 (all groups)		Model 2 (related groups)		Model 3 (unrelated groups)	
Issue competence	4.04***	(1.03)	3.74***	(1.27)	4.45***	(1.47)
Voter salience	5.87***	(0.81)	4.63***	(1.18)	5.84***	(1.29)
Issue competence \times Voter salience	-30.91***	(9.99)	-16.57	(13.01)	-42.88***	(15.30)
Systemic salience	-1.06***	(0.36)	-1.67***	(0.48)	1.00	(0.85)
Constant	-1.33***	(0.14)	-1.59***	(0.15)	-2.49***	(0.21)
Party fixed effects	Yes		Yes		Yes	
Election fixed effects	Yes		Yes		Yes	
Observations	400.00		400.00		400.00	
Log likelihood	-193.54		-113.48		-58.69	

Note: Robust standard errors in parentheses.

* $p < 0.1$, ** $p < 0.05$, *** $p < 0.01$

E. Additional analyses

Table E.1: Effect of issue competence and voter salience

	Model 1 (all groups)		Model 2 (related groups)		Model 3 (unrelated groups)	
Issue competence	1.24***	(0.39)	2.22***	(0.48)	0.46	(0.42)
Voter salience	3.57***	(0.47)	3.33***	(0.65)	2.77***	(0.81)
Systemic salience	-1.06***	(0.35)	-1.67***	(0.47)	1.00	(0.85)
Constant	-1.13***	(0.13)	-1.47***	(0.13)	-2.21***	(0.16)
Party fixed effects	Yes		Yes		Yes	
Election fixed effects	Yes		Yes		Yes	
Observations	400.00		400.00		400.00	
Log likelihood	-193.84		-113.54		-58.89	

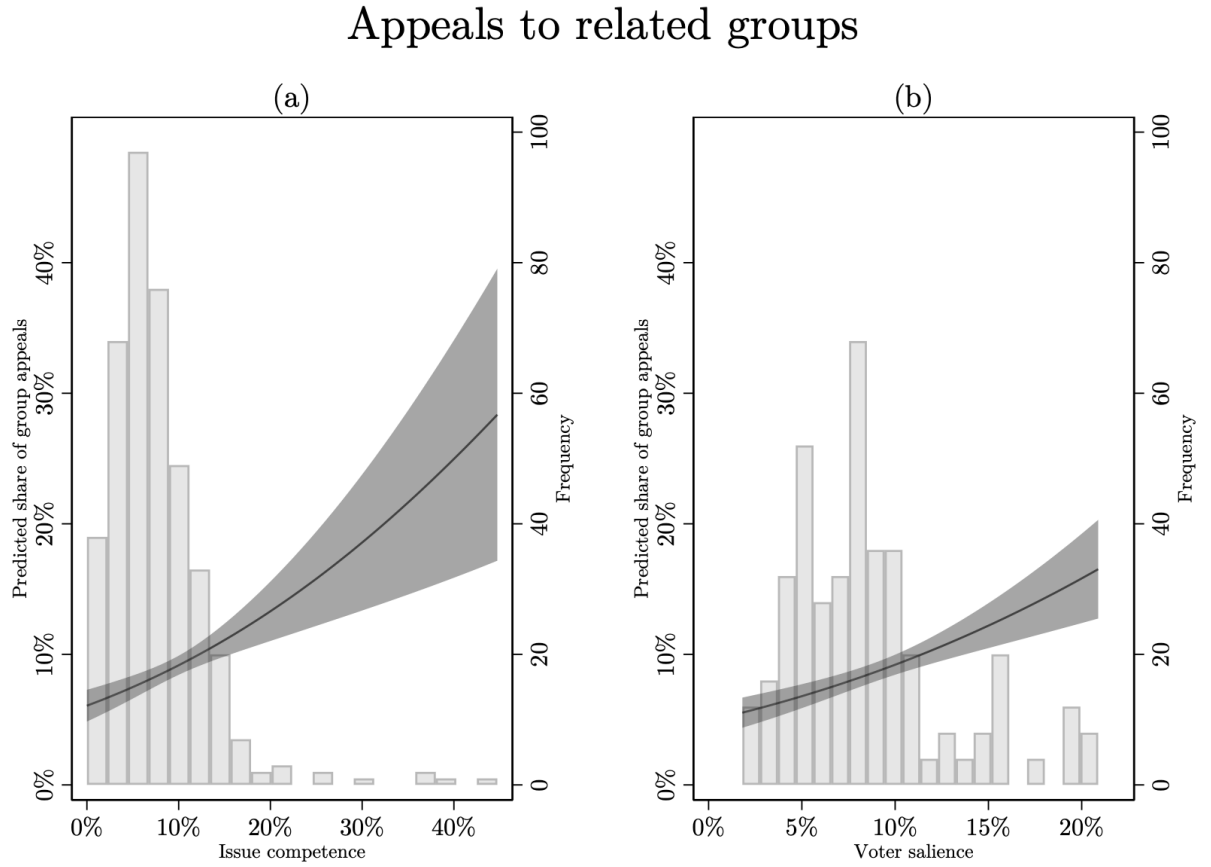
Note: Robust standard errors in parentheses.

* $p < 0.1$, ** $p < 0.05$, *** $p < 0.01$

Table E.1 presents the results for the three fractional probit regression models for all groups (Model 1), related groups (Model 2), and unrelated groups (Model 3). In Model 2 and Figure E.1, there are highly statistically significant and positive effects for both issue salience and issue competence.

However, Model 3 and E.2 indicate that the effect of issue salience only applies to appeals to unrelated groups. In contrast, there is no statistically significant effect of issue competence.

Fig. E.1: Predicted share of appeals to related groups at different levels of issue salience and issue competence



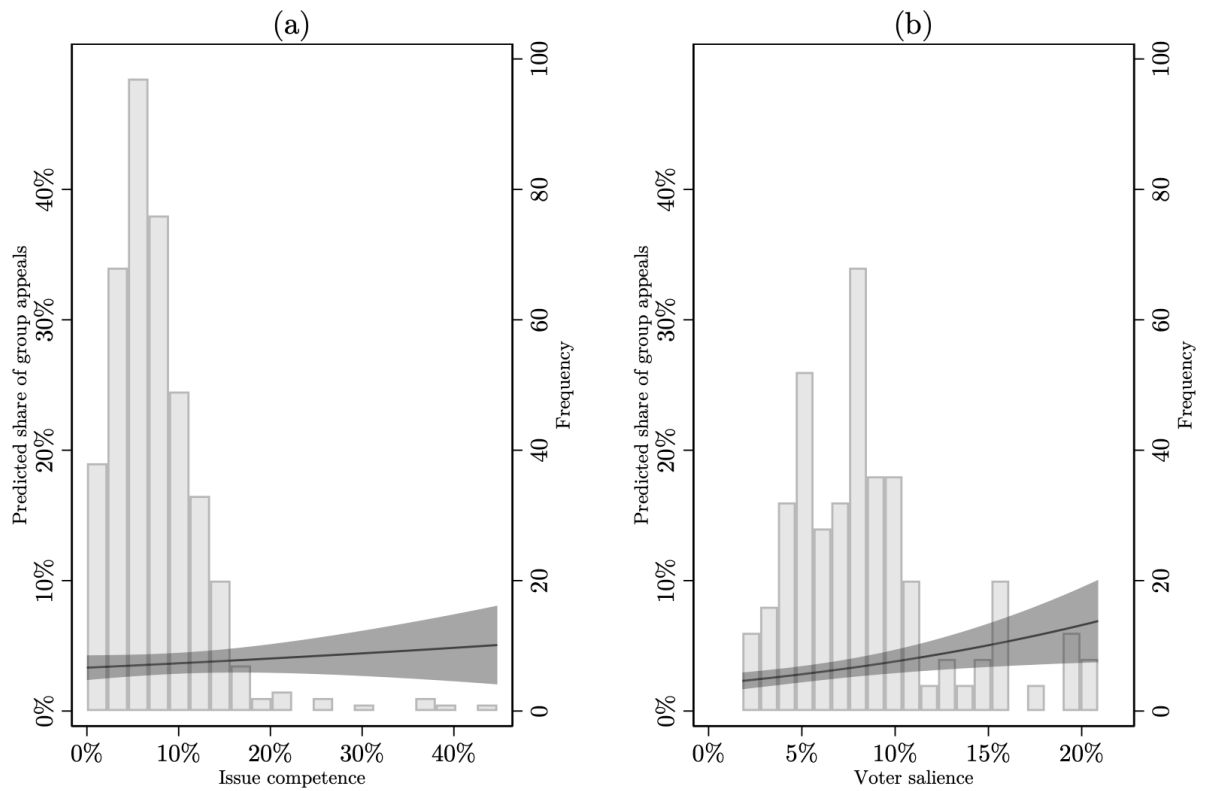
Notes: Results based on Model 2 in Table A.9. Shaded areas indicate 95% confidence intervals. Bars display variable distributions.

References

Thau, Mads. 2019. How Political Parties Use Group-Based Appeals: Evidence from Britain 1964–2015. *Political Studies*, **67**(1), 63–82.

Fig. E.2: Predicted share of appeals to unrelated groups at different levels of issue salience and issue competence

Appeals to unrelated groups



Notes: Results based on Model 3 in Table A.9. Shaded areas indicate 95% confidence intervals. Bars display variable distributions.