

TERRITORY AND COMMITMENT:  
THE CONCERT OF EUROPE AS SELF-ENFORCING EQUILIBRIUM

Branislav L. Slantchev\*

*Department of Political Science, University of California – San Diego*

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**Abstract**

This article explains the origin, function, and demise of the Concert of Europe during the first half of the nineteenth century. It focuses on the incentives generated by the territorial settlement designed at the Congress of Vienna. The pattern of cooperative behavior is seen to result from the commitment to uphold the settlement, which hinged on the credibility of enforcement threats and a distribution of benefits commensurate with military capabilities. The equilibrium was self-enforcing because the Powers that could oppose an alteration of the system had incentives to do so, and the Powers that could upset it did not have incentives to do it. This behavior is shown to be markedly different from eighteenth century practices and it is further shown that the explanation does not require one to assume a change in state preferences.

*Keywords:* international institutions, enforcement, credibility, Congress of Vienna

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Why does peace occur? For all the work on the causes of war, very little has been done on the causes of peace. Studying periods of peace, however, can be particularly useful in examining the consequences of structural change, especially following major wars.<sup>1</sup> When players do not change themselves but their behavior does, we must carefully examine the environment in which strategic interaction takes place—variations in structure can explain different behavior when actors are very much the same.<sup>2</sup>

The fifty-odd years after the Napoleonic wars, usually referred to as the *Concert of Europe*, have been either lauded for their stable peace or denounced for their reactionary anti-liberalism.<sup>3</sup> Several arguments have been advanced to explain their stability: balance of power, fear of provoking revolution and self-conscious management, assimilation, change in preferences, and general system legitimacy.<sup>4</sup> This article provides an alternative (narrow self-interest) explanation of why the Great Powers were able to coordinate on a mutually acceptable territorial distribution and how that arrangement sustained a their cooperative behavior for almost half a century.

The Concert worked without an overarching principle, a formal organization to resolve disputes, or a system of collective security to enforce its rules. The Vienna territorial settlement structured incentives in such a way as to make enforcement endogenous—it generated credible commitments to uphold it because it delineated spheres of influence such that any significant changes would impinge directly on the interests of enough powers to allow them to counter any such revisionism. This interpretation points to the credibility of the enforcement threats as the essential feature of the

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<sup>1</sup>See, for example, Robert I. Rotberg and Theodore K. Rabb (ed.), *The Origin and Prevention of Major Wars* (Cambridge: Cambridge University Press, 1989) for an interdisciplinary anthology on the origins of major wars.

<sup>2</sup>Kenneth N. Waltz, “The Origins of War in Neorealist Theory,” in *The Origin and Prevention of Major Wars*, ed. Robert I. Rotberg and Theodore K. Rabb (New York: Cambridge University Press, 1988).

<sup>3</sup>These, of course, are not mutually exclusive. For excellent histories of the period, see Charles K. Webster, *The Congress of Vienna, 1814–1815* (London: Thames and Hudson, 1934), Harold Nicolson, *The Congress of Vienna: A Study in Allied Unity, 1812–1822* (London: Constable & Co. Ltd., 1946), and Tim Chapman, *The Congress of Vienna: Origins, Processes, and Results* (London: Routledge, 1998). Paul W. Schroeder, “The 19th-Century International System: Changes in the Structure,” *World Politics* 39 (October 1986): 1–26 summarizes why the first half of the 19th century must rightfully be regarded as profoundly different in the scope of what the Great Powers managed to achieve compared to the 18th century.

<sup>4</sup>Edward Vose Gulick, *Europe’s Classical Balance of Power: A Case History of the Theory and Practice of One of the Great Concepts of European Statecraft* (New York: W.W. Norton, 1967) is the classic balance of power interpretation but it is questioned by Robert Jervis, “A Political Science Perspective on the Balance of Power and the Concert,” *The American Historical Review* 97/3 (June 1992): 716–724, who argues for self-conscious management. Charles F. Doran, *The Politics of Assimilation: Hegemony and Its Aftermath* (Baltimore: The Johns Hopkins Press, 1971) emphasizes the assimilation of France, and Henry Kissinger, “The Congress of Vienna: A Reappraisal,” *World Politics* 8 (January 1956): 264–80 focuses on general system legitimacy. Paul W. Schroeder, *The Transformation of European Politics, 1763–1848* (Oxford: Clarendon Press, 1994) offers an argument for the most sweeping changes. These alternative explanations are discussed later in this article.

Concert, and the potentially fatal consequences their loss. As such, it is a significant departure from traditional accounts of the Concert that identify nationalism and liberalism as the reasons for its destruction.

I focus on the territorial distribution, the incentives it generated, and the resulting patterns of behavior. To explain the workings of the Concert, I first characterize the problems of credible commitments and endogenous enforcement that the designers sought to solve. To compare the new arrangement with its eighteenth century analogue, I outline the basic features of the Utrecht system and show how it failed to generate such commitment, which resulted in almost constant warfare. I then show how given the opportunity, means, motives, and capability, the Great Powers bargained to coordinate on a territorial distribution that altered the incentives of the member states in a manner desired by the victorious allies. These changes reflected an explicit attempt to deter *revanchist* attempts by the defeated French, discourage possible revisionist tendencies, invest others with interest in cooperation, and make credible the commitment to uphold the system.

As evidence of this thesis, I study the territorial arrangements and the pattern of interlocking interests associated with them. In the eighteenth century, conflict over territory was the principal source of war. In the first half of the nineteenth century, territory ceased to be a significant source of friction and war between the Great Powers did not occur. Since it is unlikely that the character of states had changed, this sharp change in their behavior had to reflect their strategic interaction in the new context where threats to enforce the settlement were perceived as credible. The evidence shows how these expectations were borne out when some states attempted to depart from the cooperative equilibrium. The evidence also shows that the system was capable of absorbing changes in the territorial distribution as long as these changes did not alter the basic set of incentives.

In the effort to make the exposition as concise and clear as possible, I focus on the design and function of the political equilibrium and ignore much of the social, cultural, national, and extra-European context that was doubtless important for the evolution of state behavior that I describe. No analysis of the period could be complete without careful consideration of the liberal movements, nationalist uprisings, or the emergence of independent America on the global scene, and their impact on state policy.<sup>5</sup> Still, I believe that the central thesis of this article is likely to be the key to understanding the relations of the Great Powers and the equilibrium they had created. Peace and stability could only arise if the incentives to challenge them were sufficiently altered.

## THE ARGUMENT

In this section, I present the argument, identify implications for observable behavior that would constitute evidence in its support, and enumerate several types of events that could potentially falsify my explanation. First, I need to define the concept of *self-enforcing equilibrium* as used in this article. An equilibrium comprises a set of strategies and beliefs where each actor's behavior is conditioned on expectations about how other actors will react to its actions, and where beliefs are derived from past behavior of other actors. Actions and expectations must be consistent with utility

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<sup>5</sup>It is impossible to do justice to such a complicated and fascinating period in the limited scope of a short article. Some will be disappointed by the relative prominence of secondary source material. However, instead of raiding history for toy examples, I attempt a synthesis with an approach unified by a single theoretical perspective. It is my hope that the broad brush strokes of this analysis would present food for more thought rather than serve as another statement on the subject.

maximization, that is, they must be rational. In equilibrium, no actor has a unilateral incentive to change its behavior or revise its beliefs. An equilibrium is self-enforcing if the enforcement of its rules is endogenous. That is, the rules themselves are not taken for granted but arise out of the self-interested behavior of the actors. Such an equilibrium may, but does not have to be, implemented by a formal organization (indeed, as we shall see, the Concert did not depend on such an organization despite the initial periodic meetings of the Great Powers).<sup>6</sup>

The concept of anarchy in the international realm subsumes two logically distinct features of that system: the use of coercive power by states to obtain their objectives and states' inability to credibly commit to particular agreements even after such agreements are reached by bargaining.<sup>7</sup> To simplify matters considerably, long peace and stability require that states forego the use of force as means of resolving their disputes and refrain from exploiting the weakness of other states. To this end, states must be able to credibly commit to uphold the distribution of benefits generated by the configuration of the system. Although such commitment may permit small changes in the structure as long as these changes do not threaten the position of the individual members, it is essentially conservative

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<sup>6</sup>Andrew Schotter, *The Economic Theory of Social Institutions* (Cambridge: Cambridge University Press, 1981) and Randall L. Calvert, *Rational Actors, Equilibrium, and Social Institutions*, Mimeo, University of Rochester 1998 elaborate on the idea of self-enforcing equilibrium and actually define *institutions* with these special types of equilibria. The essays in Robert H. Bates, Avner Greif, Margaret Levi, Jean-Laurent Rosenthal, and Barry R. Weingast, *Analytic Narratives* (Princeton: Princeton University Press, 1998) also use this definition. For alternative views about institutions, see Kenneth A. Shepsle, "Institutional Arrangements and Equilibrium in Multidimensional Voting Models," *American Journal of Political Science* 23/1 (February 1979): 27–59, James G. March and Johan P. Olsen, *Rediscovering Institutions: The Organizational Basis of Politics* (New York: The Free Press, 1989), John E. Jackson (ed.), *Institutions in American Society* (Ann Arbor: The University of Michigan Press, 1990), Douglass C. North, *Institutions, Institutional Change, and Economic Performance* (Cambridge: Cambridge University Press, 1990), and Sven Steinmo, Kathleen Thelen, and Frank Longstreth (ed.), *Structuring Politics: Historical Institutionalism in Comparative Analysis* (Cambridge: Cambridge University Press, 1992). In order to avoid confusion, I will eschew the term "institution" for the clunkier, but more expressive, "self-enforcing equilibrium."

<sup>7</sup>In international relations theory, anarchy is central to Kenneth N. Waltz, *Theory of International Politics* (New York: McGraw-Hill, Inc., 1979), and is taken for granted by Robert Gilpin, *War and Change in World Politics* (Princeton: Princeton University Press, 1981), Robert O. Keohane, *After Hegemony: Cooperation and Discord in the World Political Economy* (Princeton: Princeton University Press, 1984), Robert Art and Robert Jervis, *International Politics* (Boston: Little, Brown, 1986), 2nd edition, and Kenneth A. Oye (ed.), *Cooperation Under Anarchy* (Princeton: Princeton University Press, 1986). For a dissenting view, see Helen V. Milner, "The Assumption of Anarchy in International Relations Theory: A Critique," in *Neorealism and Neoliberalism: The Contemporary Debate*, ed. David A. Baldwin (New York: Columbia University Press, 1993). My dichotomization owes to the approach by Robert Powell, "Guns, Butter, and Anarchy," *American Political Science Review* 87/1 (March 1993): 115–32. See David A. Lake, "Anarchy, Hierarchy, and the Variety of International Relations," *International Organization* 50/1 (Winter 1996): 1–33 for an argument about alternative security relations in the international system. The two features of anarchy I use apply for his hierarchical model as well as long as we restrict interest to Great Powers.

in that it explicitly seeks to protect these positions. Any explanation under conditions of anarchy must account for endogenous enforcement of agreements when force is always potentially available to states.

States can credibly promise to refrain from using force if they are either satisfied by the benefits the system provides them with or if they expect that using force would not result in an improvement in their position. In other words, satisfied states do not seek a revision of the status quo because they like it, and dissatisfied states do not attempt a revision because they are deterred. Deterrence crucially depends on the credibility of the enforcement threat. Credibility is usually taken to be synonymous with believability and therefore rationality.<sup>8</sup> Here I take it to mean something slightly more inclusive: a credible threat is one that is (a) in the interests of the threatening party to carry out, and is (b) capable of inflicting sufficient pain on the target should it be executed. Obviously, a threat that does not cause enough damage will not deter a challenge no matter how believable it is. I use *credible threats* as a shorthand to encompass both requirements. Endogenous enforcement means that for any potential challenge, there exists a state, or a group of states, whose interests would be directly impacted if such a revision is to occur, and that have the capability to make the attempt sufficiently unpleasant for the challenger. The first requirement implies that the threat to resist revision is rational, and the second ensures that it is capable: such a threat is credible.

During the period under consideration, territory was the main source of state power and of benefits associated with the system.<sup>9</sup> Both interests and capabilities were, to a large extent, derived from the territories one controlled either through direct rule or indirect influence. Hence, one's share in the territorial distribution determined one's position in the system, and was the primary source of satisfaction and conflict within it. (Of course, this does not mean that everything can be reduced to aggregate amount of territory under one's control: type of terrain, population, strategic location, presence of navigable waterways, all of these would determine the value and vulnerability of one's position in the system.) A challenge must then inevitably take the form of a demand for a territorial revision, and successful deterrence required that any such demand would affect enough states with opposing interests that their combined capabilities would be sufficiently formidable. Similarly, satisfaction required that benefits correspond to the interests and capabilities of the state. All of this means that an explanation of peace under anarchy during this period must crucially depend on how the territorial distribution was structured appropriately to either satisfy the powerful or deter the less fortunate.

Although states may have strong incentives to agree to some bargain, the incentives after the fact may no longer be compatible with upholding that agreement. If states can anticipate this *ex post* inconsistency *ex ante*, they will attempt to design the agreement so that it structures the incentives in a way that promotes compliance. Thus, a necessary condition for such an optimal "contract" is that states have the opportunity to create one.<sup>10</sup> Since endogenous credible commitments depend

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<sup>8</sup>Frank C. Zagare and D. Marc Kilgour, *Perfect Deterrence* (Cambridge: Cambridge University Press, 2000).

<sup>9</sup>Paul Kennedy, *The Rise and Fall of the Great Powers: Economic Change and Military Conflict from 1500 to 2000* (New York: Vintage Books, 1989), p. 86.

<sup>10</sup>There is considerable literature in economics that deals with transaction costs, optimal contracts, and institutions along the lines suggested here. Thráinn Eggertsson, *Economic Behavior and Institutions* (Cambridge: Cambridge University Press, 1990) is a recent overview of neoinstitutional economics. Some applications of this approach to political institutions and how they provide for en-

on the territorial distribution, states must have had the means and opportunity to redesign the map of Europe appropriately. The aftermath of the Napoleonic Wars left central Europe as an essentially blank slate (as we shall see, many existing claims to legitimacy of pre-Napoleonic rule were brushed aside), with the victorious Great Powers able to redraw essential borders. Because the negotiated outcome at the Congress of Vienna reflected the relative capabilities of participants, the resulting territorial distribution could be structured to provide for satisfaction of the more powerful, and the credible deterrent of the rest, thereby eliminating features that would undermine the incentive to uphold the new system.

I interpret the Vienna settlement as the creation of a “contract” that enabled participants to credibly commit to upholding the Concert. The agreement reduced problems of compliance because the territorial distribution it created structured incentives such that they produced a credible deterrent to potential revisionists, facilitated cooperation in protecting the new boundaries, and ensured the satisfaction of the most powerful actors. In an anarchic environment, such an agreement could only succeed if it was self-enforcing, which in turn implies that it must have been reached through a bargaining process in which each party’s gain was consistent with its strength.<sup>11</sup> The process of negotiation in Vienna produced a territorial distribution whose basic features generated the appropriate incentives precisely because each party was able to extract benefits roughly corresponding to its military capabilities.

This approach emphasizes that there exist several necessary conditions if peace and stability are to obtain as a result of an agreement between states. First, states must anticipate that incentives that are incompatible with stability *ex post* will result in conflict even if an agreement is reached. Second, states must be able to design the “contract” such that it structures the incentives appropriately. During the eighteenth and most of the nineteenth centuries, this could be achieved through altering the geopolitical situation of the parties—territories and population—which is why the focus here is on the territorial distribution. Third, the distribution of benefits from the status quo must be consistent with the expected benefits from the use of force.<sup>12</sup>

All these conditions obtained during the Concert of Europe in a significant departure from the enforcement of bargains over time can be found in Kenneth A. Shepsle and Barry R. Weingast, “The Institutional Foundation of Committee Power,” *American Political Science Review* 81/1 (March 1987): 85–104, Barry R. Weingast and William Marshall, “The Industrial Organization of Congress; or Why Legislature, Like Firms, Are Not Organized as Markets,” *Journal of Political Economy* 96 (February 1988): 132–63, Douglass C. North and Barry R. Weingast, “Constitutions and Commitment: The Evolution of Institutions Governing Public Choice in Seventeenth-Century England,” *Journal of Economic History* 49/4 (December 1989): 803–32, Paul Milgrom, Douglass C. North, and Barry R. Weingast, “The Role of Institutions in the Revival of Trade: The Law Merchant, Private Judges, and the Champagne Fairs,” *Economics and Politics* 2 (1990): 1–23, and Avner Greif, “Contract Enforceability and Economic Institutions in Early Trade: The Maghribi Traders’ Coalition,” *The American Economic Review* 83 (June 1993): 525–48. Lake, *Anarchy, Hierarchy* offers an especially illuminating application of contracts to security.

<sup>11</sup>See James D. Fearon, “Bargaining, Enforcement, and International Cooperation,” *International Organization* 52/2 (1998): 269–305 on how anticipated benefits from an agreement affect the intensity of bargaining during its negotiation.

<sup>12</sup>Robert Powell, “Stability and the Distribution of Power,” *World Politics* 48 (January 1996): 239–67.

eighteenth-century international organization. Statesmen generally recognized the problem of *ex post* incentive incompatibility and tried to find solutions to address it. They explicitly repudiated the fleeting alliances of the previous century (a demonstration of the commitment problem and the inadequacy of reputational concerns as a remedy) and were able to design the contract because Napoleon had destroyed most of the small states of Central Europe.

To summarize, the years of peace (defined as absence of Great Power war in Europe) obtained because leaders understood that the territorial distribution must provide disincentives to the use of force, either by satisfying the strong or deterring the weak, and because they had an opportunity to restructure it appropriately in 1815. Peace and stability were characteristics of the cooperative equilibrium which was sustained through endogenous enforcement threats and satisfaction with the status quo. The dependent variable, therefore, is the maintenance of the essential features of the territorial settlement through peaceful means.

What does this argument require as evidence? Both deterrence and cooperation depend critically on unobserved behavior, that is, on expectations about how the other players would react to an alternative action. If deterrence is successful, there is no application of force in practice but it is only because the threat to use it is credible. Similarly, if states do not deviate from cooperation, it is because of beliefs that such deviation would not be profitable. This presents a problem for analysis because observed behavior depends on beliefs about actions that are never taken. Fortunately, there is no need to rely exclusively on counterfactual reasoning. Because international interaction takes place in an environment of incomplete information, states must periodically check the consistency of their beliefs. Thus, one should expect to see actions that affirm expectations (signaling) or test their validity (probing). It is on the basis of these occurrences that one may judge the credibility of threats, and therefore of the argument advanced here.<sup>13</sup>

For example, potential revisionists would periodically initiate limited probes to test whether the interests of the opposing states would still impel them to resist. Leaders of these states would retreat as soon as the credibility of the deterrent threat is confirmed by the reaction of the others, and would not press their demands any further. Hence, France attempting some adjustments in the east and Prussia in the center must be expected. Further, satisfied states must exercise restraint in their dealings with the others in order to avoid disrupting the system, even if doing so would mean foregoing some immediate benefit: long-term considerations should outweigh short-term temptations. Hence, Russia should refrain from exploiting the Austro-Prussian rivalry in Germany, in a significant departure from her earlier policies under Catherine. Also, because one cannot expect a completely static system, it should be able to accommodate changes that do not alter its fundamental features. Hence, Belgium could become independent as long as it remained neutral and not joined to France. On the other hand, we should expect to see relative freedom of action for the Great Powers in their own spheres of influence as long as such activities were not aimed at altering the territorial distribution.

In order to avoid circularity, one must ask how my interpretation can be falsified in principle.

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<sup>13</sup>Since threats are never realized in equilibrium, they are off the equilibrium path. Expectations about such behavior are called off-the-equilibrium-path beliefs. Their use in counterfactual reasoning can be very fruitful, as demonstrated by Barry R. Weingast, "Off-the-Path Behavior: A Game-Theoretic Approach to Counterfactuals and Its Implications for Political and Historical Analysis," in *Counterfactual Thought Experiments in World Politics: Logical, Methodological, and Psychological Perspectives*, ed. Philip E. Tetlock and Aarno Belkin (Princeton: Princeton University Press, 1996).

Because I will argue that Britain and Russia were satisfied powers, any attempt by either one to revise to territorial status quo should be evidence against this assertion. Moreover, to show that I do not simply define satisfaction based on their subsequent behavior, I will demonstrate that they managed to obtain their demands at Vienna because they were the two most powerful states at the time. If Russia was frustrated there, then the settlement could not have satisfied her. Further, eighteenth-century-style opportunism when occasion arises (e.g. because of nationalism, revolutionary movements, or rivalries with other Powers), especially from Russia or Austria, would imply lack of restraint required by the cooperative equilibrium. Similarly, unopposed French or Prussian attempts to alter the territorial settlement would constitute evidence that borders were not crucial to the maintenance of the system. If statesmen show no explicit concern with how changes should affect incentives, we would also have to discount the plausibility of the explanation advanced here.

Another type of evidence to support the thesis of the article can come from perceptions of participants as revealed in correspondence, public statements, or memoirs. Although often self-serving and made for strategic purposes, these statements may reveal what actors expected to occur if they undertook alternative courses of action. The equilibrium interpretation critically depends on these off-the-path beliefs because they in turn sustain optimal cooperative behavior. In other words, if we find that statesmen from potential revisionists worried about countervailing coalitions forming to block their attempts to break out of the system, then we have *prima facie* evidence that the threat existed. If we further find that they altered their behavior as a consequence, then we know the threat was credible. Similarly, if the satisfied powers felt capable of pressing their demands despite the great likelihood of opposition from the others, then we know that threats against them were not perceived as credible. The strongest evidence in support of the thesis are challenges that would have been made in the absence of the threats but were not made because the actors perceived the consequences correctly.<sup>14</sup>

Finally, it is worth noting that the very features of the system that produced peace in Europe probably doomed it in the long run. First, because of its dependence on a fixed territorial distribution, it could not account for technological changes that would alter the value of some pieces of territory. Nobody could anticipate in 1815 that the “useless” lands assigned to Prussia would provide the basis of her industrialization fifty years later.<sup>15</sup> Second, the Vienna settlement only disposed of European lands, and excluded similar arrangements outside the continent. In particular, it did not deal with territories in the East, where Britain and Russia could come into conflict with each other. It was not possible to handle these lands in 1815 because the Ottoman Empire had not been a participant in the Napoleonic Wars, much less a defeated state whose possessions could be partitioned at will.<sup>16</sup> This

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<sup>14</sup>I thank a referee for pointing out the weakness in the argument as it was originally developed, and insisting on more careful evidence to support the self-enforcement equilibrium thesis.

<sup>15</sup>See David S. Landes, *The Unbound Prometheus: Technological Change and Industrial Development in Western Europe from 1750 to the Present* (Cambridge: Cambridge University Press, 1969) and William H. McNeill, *The Pursuit of Power: Technology, Armed Force, and Society since A.D. 1000* (Chicago: University of Chicago Press, 1982). Note especially pp. 203-04 in Landes, *Op. Cit.* on the startling increase of coal output in the Ruhr. Prussia received territories in the West, and was “immensely increased on the Rhine” (Gulick, *Op. Cit.*, p. 257) when Russia forced the settlement in the East.

<sup>16</sup>Matthew Rendall, “Russia, the Concert of Europe and Greece, 1821-29: A Test of Hypotheses about the Vienna System,” *Security Studies* 9/4 (Summer 2000): 52–90 observes that the Great



meant that events outside of Europe could impinge on the cooperative equilibrium there, especially if one of the potential revisionists hit upon the idea of antagonizing either one of the two dominant powers sufficiently to cause it to withdraw its support for the system in order to redirect it to the East. As we shall see, the Crimean War allowed France to do just that to Russia, essentially spelling the demise of the European Concert. But even without this war, the Concert may not have been able to contain Prussia for much longer anyway. At any rate, peace in Europe did not outlast the collapse of the Concert system by long.

## ALTERNATIVE EXPLANATIONS

Before turning to an examination of the settlement and subsequent behavior, it is useful to briefly account for several alternatives. In general, there are two broad explanations for the remarkable stability during the first half of the nineteenth century: balance of power and fundamental change either of preferences or of conditions after war caused by a bid for hegemony.

Balance of power (BOP) is perhaps the most common, and certainly the most venerable, explanation.<sup>17</sup> Although “balance of power” is a notoriously protean concept, a common point of departure based on a minimal definition of the term appears plausible. Robert Jervis enumerates four assumptions that constitute the foundations of BOP: all states must want to survive, they are able to form alliances with each other based on short-term interests, war is a legitimate instrument of statecraft, and several of the actors have relatively equal military capabilities.<sup>18</sup> In such a system, the growth in any one state’s power will be eventually checked by a countervailing coalition of others who become fearful of its expansion and the eventual threat it will pose to the system as it makes its bid for

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Powers often disagreed whether the norms of the Concert should even be applied to the Near East. Enno E. Kraehe, “A Bipolar Balance of Power,” *The American Historical Review* 97/3 (June 1992): 707–15, p. 712 emphasizes that the Anglo-Russian rivalry there was “real, keenly felt, and on Russia’s side at any rate vigorously pressed.” Alexander I himself ominously protested in 1821 that the “Ottoman dominions were not protected by the Vienna Treaty” Charles K. Webster, *The Foreign Policy of Castlereagh, 1815–1822* (London: G. Bell & Sons, Ltd, 1958), p. 373. Also see Edward Ingram, “Bellicism as Boomerang: The Eastern Question during the Vienna System,” in *“The Transformation of European Politics, 1763-1848”: Episode or Model in Modern History?*, ed. Peter Krüger and Paul W. Schröder (Münster: Lit Verlag, 2002), p. 206. He charges that “the Vienna Settlement, which left out too much and put in too little, defined Europe too narrowly by leaving out the Ottoman Empire.” I agree with his assessment that “the challenge from the periphery that transformed the European subsystem in the mid-nineteenth century was implicit in the map drawn at the Congress of Vienna.” However, he seems to be stretching the point by insisting that the European powers simply exported their bellicosity to the periphery, and hence the European peace can be explained by warfare outside system.

<sup>17</sup>The list is too long to enumerate. Among the authoritative statements are Charles K. Webster, *The Foreign Policy of Castlereagh, 1812–1815* (London: G. Bell & Sons, Ltd, 1931), Gulick, *Op. Cit.*, Henry Kissinger, *A World Restored* (New York: Grosset and Dunlap, 1964), and René Albrecht-Carrié, *A Diplomatic History of Europe Since the Congress of Vienna* (New York: Harper & Row, 1973), Revised edition.

<sup>18</sup>Robert Jervis, “From Balance to Concert: A Study of International Security Cooperation,” *World Politics* 38/1 (October 1985): 58–79.

hegemony. From here there are two divergent traditions: one maintains that balancing is automatic, a side-effect, a consequence of state behavior but not its goal, and the other sees states as actively pursuing strategies designed to maintain the balance.<sup>19</sup>

As its name implies, the distribution of power, usually defined in terms of military capabilities, is central to BOP. In particular, rough equality among several competing actors is frequently posed as a necessary feature of such a system. Even though the “invisible hand” of BOP regulates the system, statesmen must be animated by an explicit concern with checks and balances as they struggle to block the rise of a potential hegemonic power. None of these features can be discerned during the concert period.

As Paul Schroeder has persuasively argued, there was no rough equality in the distribution of power: Britain and Russia dominated the system unequivocally: the former at sea, with its commercial and financial empire, and the latter by land, with its enormous armies. There could be no balancing (deterrence based on power) against either one of these because there existed no coalition of central European states that could threaten the hegemonic condominium. “[N]othing prevented Britain and Russia, whenever they chose, from combining to impose their will on the rest of Europe, regardless of the feelings, the interests, and even, in certain instances, the independence and integrity of other members.”<sup>20</sup> Prussia and Austria were vulnerable strategically, and had to depend on either one of the flanking powers for protection. In practice, this duty devolved to Russia, which took advantage of this dependence and abandoned Catherine II’s earlier strategy of promoting antagonism between the two Germanic states, replacing it with support for their cooperation. It should be noted that even after Bismarck’s successful unification of Germany, the new state was not regarded as a threat by the Russians. France similarly had to rely on external support and frequently sought alliances with both the British and the Russians, usually without much success.

In many instances no checks and balances were possible if one of the two hegemonic powers decided to act. As the Greek case demonstrates, Russia could act unilaterally in the Near East, and the rest could not do much beyond damage control. That is, they could plead with the Tsar to exercise restraint and could offer in return Allied sanction for his plans. Analogously, despite the severe displeasure of the two central powers (and Russia’s withdrawal), Britain and France could impose Belgian independence when they so wished. In a similar fashion, Austria’s influence in Italy was mostly unchecked despite French desire to exploit Italian restiveness, and Prussia dominated the north of the German Confederation, even as France could enjoy enormous influence in Spain.

It must be clear that whatever the precise definition of BOP theory, two of the assumptions crucial to any BOP specification were violated in the post-Vienna era. This, of course, does not mean that the theory is wrong, but that it could not apply, and therefore cannot explain behavior during the period.

Jervis also notes that BOP fails as an explanation of the Concert, and offers an alternative theory. According to this view, concert systems arise after, and only after, hegemonic wars. Because these wars tend to be exceedingly costly, they undermine two of the factors on which BOP depends. First, war is no longer perceived as a normal tool of statecraft because winners are highly sensi-

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<sup>19</sup>Waltz, *Theory of International Politics* is the most eloquent statement of the auto-pilot version. Paul W. Schroeder, “Did the Vienna Settlement Rest on a Balance of Power?” *The American Historical Review* 97/3 (June 1992): 683–706 seems to be using the theory common to historians, and which requires explicit balancing.

<sup>20</sup>*Idem*, p. 692.

tized to its costs, destructiveness, and accompanying large-scale social unrest. Second, short-term alliances are no longer an option because of the “unusually close bonds among the states of the counter-hegemonic coalition,” and because the defeated aspirant to hegemony is not perceived as a normal state, but one that is “especially likely to disturb the status quo,” and hence not suitable for partnership.<sup>21</sup>

That the system originated after France was defeated in her bid for mastery of Europe was crucial to its functioning, but not in the way Jervis envisions. As we shall see, the aftermath of the wars left central Europe in such a state that the victorious powers could redraw the maps to cope with the demands of security and interests in a way that reflected their vulnerabilities and military capabilities. Victory did not lead to particularly cordial relations between the winning states. If anything, the most important period of the Congress was constantly perturbed by the bitter antagonism, mutual suspicions, and shared jealousies of the Great Powers. The disagreements, which brought them on the verge of war in January, in fact helped France into the inner circle and reconstituted it as an important player. This also contradicts the assertion that “the defeated hegemon [was] not a normal state.” In many ways, the continued existence of France as a viable great power, had been recognized by the allies even before they overthrew Napoleon. Further, although it is true that it was no longer possible to form alliances of the 18th century type, singling out France as the cause is somewhat stretching it. Two other consequences of the Vienna settlement operated to produce this: there were now simply much fewer states with which to ally, especially in central Europe, and the division of the continent in spheres of influence effectively precluded an “outsider” from offering his assistance to a small state within another power’s sphere.

The point about war weariness is debatable too, as has been repeatedly demonstrated.<sup>22</sup> War was supposedly not acceptable as a way of resolving disputes because the “experience of fighting a long, difficult war forged unusual bonds among the states, . . . normal practices of diplomacy were [abandoned],” and there was a shared interest in avoiding large wars.<sup>23</sup> It is very doubtful that this was the case. The memory of a painful war recedes quickly with the economic recovery of the state. Many great wars (1648, 1763, 1914-1919) did not produce such war weariness, and did not lead to the abandonment of the military instrument. Although 19th century statesmen probably correctly perceived the inherent dangers of prolonged wars—economic strain leading to domestic discontent that could destabilize their rule—it does not follow that they would not resort to arms at all, just that they would seek to limit the conflicts they start. War remained a legitimate tool of statecraft well into the 20th century, and was used as such by generations of European statesmen.

The explanation offered by Jervis also poses rather demanding requirements on what was necessary to create and maintain the system. For example, since “the change cannot . . . be seen as operating only at the level of individual states and statesmen, . . . the new approach had to be adopted by most if not all of them if it was to succeed.”<sup>24</sup> In other words, every leader had to exercise restraint and forego short-term opportunities to gain an advantage for his country, and he had to be sure that others would do the same, and that everyone else knew that he would behave in that way and knew that they knew, and so on. Jervis himself offers no evidence that this was the case but asserts that “higher levels of communication and more frequent meetings among national leaders

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<sup>21</sup>Jervis, *From Balance to Concert*, especially pp. 60-61.

<sup>22</sup>Schroeder, *The 19th-Century International System*.

<sup>23</sup>Jervis, *A Political Science Perspective*, p. 719. Also see Jervis, *From Balance to Concert*, p. 61.

<sup>24</sup>Jervis, *A Political Science Perspective*, p. 723.

increased transparency, lowered the level of debilitating suspicions that plague many attempts at cooperation, and made it less likely that any statesman could think that he could successfully cheat on understandings with others.”<sup>25</sup> But this reading exaggerates what transpired at the meetings of the great powers; meetings that were often nerve-racking, very bitter, and that not infrequently ended quite acrimoniously. If anything, the only reason suspicions could be alleviated was because the clear preponderance of power of some states (e.g. Russia) virtually guaranteed that they did not have to engage in deception to gain their ends! Further, as Matthew Rendall has observed for the Greek case, and Korina Kagan for the Eastern Question, relations between the Great Powers were not particularly cooperative or harmonious.<sup>26</sup> Even Dan Lindley, who makes a sustained argument that the Concert did increase transparency in the relations between the Great Powers, does not share the normatively benign view. Instead, he offers evidence that transparency reduced the dangers of miscalculation and thereby made *realpolitik* coercive diplomacy more successful and less prone to end in fighting.<sup>27</sup>

Still, the interpretation Jervis proposes does have several attractive features that the analysis in this article will have in common. I already mentioned two: a hegemonic war is necessary for a concert to arise, and it is not possible to form profitable short-term alliances. Overall, I will share the general thrust of his argument in seeking an explanation based on narrow self-interest where “significant changes in behavior [were] produced by changes in the dangers and opportunities presented by the environment.”<sup>28</sup>

This puts Jervis (and me) at odds with the third explanation of the period: the most sweeping alternative proposed by Paul Schroeder.<sup>29</sup> Although his analysis excels in refuting the balance of power interpretation, the alternative he proposes does not appear compelling. He begins by noting the dual Anglo-Russian hegemony that made BOP impossible, and that stability was predicated on the exercise of sub-hegemonies in each Great Power’s own sphere of interest. Hegemonic stability theory does posit that some leading state organizes the international system with its specific interests in mind and provides public goods, such as peace and stability.<sup>30</sup>

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<sup>25</sup>*Idem*, p. 721.

<sup>26</sup>Rendall, *Op. Cit.*, and Korina Kagan, “The Myth of the European Concert: The Realist-Institutionalist Debate and Great Power Behavior in the Eastern Question, 1821-41,” *Security Studies* 7/2 (Winter 1998): 1–57.

<sup>27</sup>Dan Lindley, “Avoiding Tragedy in Power Politics: The Concert of Europe, Transparency, and Crisis Management,” *Security Studies* 13/2 (Winter 2004): 195–229.

<sup>28</sup>Jervis, *A Political Science Perspective*, p. 722.

<sup>29</sup>The most comprehensive treatment is Schroeder, *The Transformation*. For his incisive, if somewhat controversial, critique of traditional historical interpretations, see Schroeder, *Did the Vienna Settlement Rest*, and the responses by Kraehe, *Op. Cit.*, Wolf D. Gruner, “Was There a Reformed Balance of Power System or Cooperative Great Power Hegemony,” *The American Historical Review* 97/3 (June 1992): 725–32, and Jervis, *A Political Science Perspective* in the same issue. Paul W. Schroeder, “A Mild Rejoinder,” *The American Historical Review* 97/3 (June 1992): 733–5 responds (sometimes less than convincingly) to his critics. The debate still continues. See the excellent collection in Peter Krüger and Paul W. Schröder (ed.), “*The Transformation of European Politics, 1763-1848*”: *Episode or Model in Modern History?* (Münster: Lit Verlag, 2002).

<sup>30</sup>Charles P. Kindleberger, *The World in Depression, 1929-39* (Berkeley: University of California Press, 1973), Robert Gilpin, *The Political Economy of International Relations* (Princeton: Princeton

The presence of the flanking hegemonies was very important, but not the entire story. The Anglo-Russian condominium did not impose its rules on Europe and, in fact, Russia's ability to do so unilaterally has been greatly exaggerated. Russia did not, and perhaps could not, do what Catherine II had done. British withdrawal from active participation in continental affairs by 1822 also presents a problem for this explanation. Russia did not jump at the opportunity to bully the now fatally weakened Austrians. If anything, Russian imperial policy showed restraint which was not commensurate with military strength. It reflected general satisfaction with the distribution of benefits on the continent and the conflicting interests with Britain on the Eastern Question also made it unlikely that the two could gang up on the rest.

In omitting these considerations, Schroeder creates another puzzle: why didn't these two simply impose their rules on the rest? Although he comes close to suggesting that they almost did, Schroeder prefers to assert that restraint and stability arose from "mutual consensus on norms and rules, respect for law, and an overall balance among the various actors in terms of rights, security, status, claims, duties, and satisfactions rather than power."<sup>31</sup> That is, statesmen had learned the hard lessons of the Napoleonic Wars, and as a consequence internalized new norms of international behavior that were very different from traditional 18th century balance of power politics, a *transformation of European politics*.<sup>32</sup> However, as Enno Kraehe has observed, the evidence for such profound transformation is rather slim, frequently dependent on interpretation of phrases and statements instead of analysis of cold, hard facts.<sup>33</sup> For example, France was not absorbed so quickly because it was the right thing to do. After the Hundred Days, Russia endeavored to dictate to the government in Paris, and Prussia attempted to detach Alsace-Lorraine from France. It was only when the real possibility of an Russo-French entente emerged that Castlereagh joined Metternich in preventing it from happening.

Returning to our question, Anglo-Russian restraint is even more puzzling in the light of how the two had behaved barely thirty years earlier: how can a system based on hegemonies be peaceful when a similar one had promoted near constant warfare from 1792 on? Schroeder's reply is that "the answer is easy: the character and spirit of post-1815 hegemonies... were drastically different—selfish and predatory before, relatively benign, inactive, and tolerable thereafter."<sup>34</sup> This is not an explanation, but a description. The "evidence" that follows this assertion merely describes the behavior of Russia with respect to Central Europe, Britain with respect to her colonial empire and France, and the Austro-Prussian cooperation in Germany. What remains frustratingly elusive is the cause of such profound changes in preferences of all these actors.

Further, the idea that hegemonies could explain everything is missing an essential ingredient. All great powers (with the possible exception of France) remained capable to threatening their

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University Press, 1987).

<sup>31</sup>Schroeder, *Did the Vienna Settlement Rest*, p. 694. Russian normative self-restraint is central to Schroeder's thesis, but can really only explain Alexander I's behavior, and not without some caveats. Rendall, *Op. Cit.* stresses the importance of the Tsar's idiosyncratic personality. For the limitations of the benevolent Russian self-restraint hypothesis, see Kagan, *Op. Cit.* and Matthew Rendall, "Restraint or Self-Restraint of Russia: Nicholas I, the Treaty of Unkiar Skelessi, and the Vienna System, 1832-1841," *The International History Review* XXIV/1 (March 2002): 1-252.

<sup>32</sup>Schroeder, *The Transformation*.

<sup>33</sup>Kraehe, *Op. Cit.*

<sup>34</sup>Schroeder, *Did the Vienna Settlement Rest*, p. 701.

neighbors. By Schroeder's own definition, Britain and Russia were especially menacing: the former could threaten any nation that was vulnerable by sea, and the latter could do so to Turkey among others. But the same went for others: Austria could threaten the small Italian states, and Prussia could bully its German neighbors. What we need then is an explanation why such threats never materialized. Why did the great powers refrain from destroying the independence of smaller states?

Schroeder answers that even though the great powers were mindful of these threats, "the allies chose moral, legal, and political means rather than balance of power measures to maintain a balance in this vital respect."<sup>35</sup> But did they? If the threat to block such an attempt is credible, then we would not observe war as states limited themselves to periodic probes. Restraint may have been due to voluntary acceptance of new norms or it may have been simply due to making revisionism too costly. One way to ensure stability is to allow each great power to maintain its own sphere of influence without (or with minimal) interference from the others. If Sardinia could not depend on French support because the pentarchy had sanctioned Austrian dominance in Italy, then she may be loath to challenge Austria. And if Austria knows that, she can maintain her rule in the region with minimal violence without having to absorb or destabilize smaller states. And with respect to Russia, why would such a dominant country agree to be bound by such rules?

The main problem with Schroeder's account is that it is even more demanding than the one proposed by Jervis: in arguing that balance of power cannot explain the Concert, Schroeder asserts that statesmen had undergone a profound transformation in their preferences. This view is particularly untenable because it does not explain how that mutual consensus arose, or why states were able to agree on it. Even worse, the argument reduces to an unwarranted assumption that is derived from observable behavior.<sup>36</sup> When some evidence contradicts the assumption, it is summarily dismissed. For example, Schroeder characterizes the Polish-Saxon crisis at the Congress as "the occasion when the old eighteenth-century balance of power politics flared up most dangerously at Vienna but failed in the end to prevail."<sup>37</sup> Why such a bold dismissal? Because this was an instance where Russia asserted its right of conquest and was able to obtain whatever it wished at the expense of the other states, and contrary to the supposed norms governing and restraining behavior. As we shall see, Russia's ability to fulfill her wishes at Vienna goes a long way in explaining her subsequent satisfaction with that system, which in turn helps account for her unwillingness to challenge it.

In this connection, it is worth noting that both Kraehe and Schroeder reject "intelligent design" at Vienna because despite the rhetoric they preached, the "equilibrists" pursued singularly hegemonic goals. However, this supports my point that the system worked precisely because the territorial settlement was based on capabilities and interests rather than some illusory system of normative and legalistic checks and balances for everyone involved.

In the end, Schroeder's account, although better than balance of power, requires that we assume a change in preferences. It is not apparent to me that such a profound transformation did in fact occur. Schroeder's book offers a sweeping and erudite narrative of the period, yet nowhere does it explain the reasons for such a change. Given the alacrity with which statesmen reverted to using the military instrument after the demise of the Concert (and they never abandoned it outside Europe even during the period), it is doubtful that such an explanation can be maintained: after all, one

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<sup>35</sup>*Idem*, p. 698.

<sup>36</sup>For a similar point, see Jervis, *A Political Science Perspective*, p. 722.

<sup>37</sup>Schroeder, *Did the Vienna Settlement Rest*, pp. 702-03. Kraehe, *Op. Cit.*, pp. 710-11 presents a particularly disarming counter to Schroeder's version of events.

has to wonder what caused the regression.<sup>38</sup> Hence, the onus must be on demonstrating the source and factual reality of a change in preferences. In the absence of such evidence, more parsimonious explanations would have to take precedence.

My analysis assumes that state preferences were essentially the same they had had during the eighteenth century. However, the new strategic context prescribed behavior that was remarkably different. Changes in observable behavior need not implicate new preferences as their source. In this, both Jervis and I agree with Charles Lipson's assessment that the Concert succeeded "without the need for elaborate new institutions and without transforming the self-interested behavior of states."<sup>39</sup> Even while maintaining the narrow self-interest interpretation, I disagree with Jervis that the concert required "explicit and self-conscious management."<sup>40</sup> Further, contrary to the "auto-pilot" version of BOP, the system did need a specific structure of incentives to ensure satisfaction and credible deterrence; there was nothing natural about it. Finally, this account also helps us understand why peace and stability collapsed: it was not because yet another mysterious transformation of preferences took place, but because the Crimean War altered the system of incentives such that maintaining the European status quo was no longer optimal for potential revisionists.

## THE UTRECHT SYSTEM, 1713–1814

To appreciate the innovations at the Congress of Vienna and the Concert system that it produced, it is helpful to briefly outline several important characteristics of the violent 18th century. The Treaties of Utrecht (1713) and Rastatt (1714) ended the final bid for European hegemony by France under Louis XIV, the War of the Spanish Succession. Although Philip V retained the Spanish throne, he was removed from the French line of succession, preventing a future union of the two countries. Austria secured the Spanish Netherlands, as well as Naples, Milan, and Sardinia in Italy. Britain walked away with Gibraltar, Minorca, and the exclusive right to the slave trade in Spanish America for thirty years. France escaped adjustment to its European holdings although she did give up colonial possessions in North America.

Superficially, there are many similarities in the situation and behavior of European states in the aftermath of the Spanish War of Succession and the Napoleonic Wars. In both cases, a coalition of Great Powers defeated a state with hegemonic designs. Both at Utrecht and at Vienna, the victorious states signed a series of treaties to create a new European order. In both cases, defeated France was admitted back into the "family of states" fairly quickly. In both cases, the Great Powers established a Quadruple Alliance to enforce the particulars of the treaties. And in both cases, they tried to manage the system collectively through conferences. The results, however, differed dramatically. The eighteenth century can be characterized as a period of almost incessant warfare, mainly among the Great Powers, and overwhelmingly over territorial disputes, while the fifty years that followed the Congress of Vienna were quite peaceful.<sup>41</sup> Four central features distinguish the Utrecht period

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<sup>38</sup>Jervis, *From Balance to Concert*, p. 724 does wonder: "the system as described is vulnerable to a return to a more predatory stance on the part of one or more of the major states."

<sup>39</sup>Charles Lipson, "Is the Future of Collective Security Like Its Past?" in *Collective Security beyond the Cold War*, ed. George W. Downs (Ann Arbor: University of Michigan Press, 1994), p. 119.

<sup>40</sup>Jervis, *From Balance to Concert*, p. 724.

<sup>41</sup>Kalevi J. Holsti, *Peace and War: Armed Conflicts and International Order 1648–1989* (Cam-

from the Concert of Europe: (i) inability to fight a decisive war; (ii) the territorial fragmentation of the Germanic Great Powers; (iii) a great number of small states; and (iv) principles of territorial compensation and exchange. These combined to prevent states from credibly committing to any territorial distribution, and this inability resulted in opportunism and “fleeting alliances,”<sup>42</sup> which produced constant conflict.

The eighteenth century saw great developments in the style and way of waging war, or, what one historian has aptly named, the “bureaucratization of violence.”<sup>43</sup> The process of replacing the armies whose obligations derived from feudal or commercial contracts with professional armed forces in the service of the state was complete and resulted in a new relationship between the military and society.<sup>44</sup> The expenses associated with recruitment, training, and maintenance of professional armies made states reluctant to sacrifice them in pitched battles. The wars of the century were therefore characterized by marches and sieges, with the attending logistic and supply problems.<sup>45</sup>

The rise of professional armies, however, had a profound impact on state ability and desire to fight decisive wars. There are two reasons why European monarchs were generally unable to reach decisive victories. First, as I mentioned, it was exceedingly difficult to raise and train a high quality army, which meant that officers sought ways to preserve it rather than engage in protracted fighting. Second, it was expensive to maintain a regular army. Generally, the upkeep cost between 40-50% of total expenditure in peacetime, and this figure could jump to 80-90% in war.<sup>46</sup> Only the larger states, like Britain and France, could afford such extravagance, and even they could not sustain it for long. The smaller powers, like Austria and Prussia, had little hope of meeting such costs on their own. Although roughly proportional to the wealth of the countries, the armies were not wildly dissimilar in size.<sup>47</sup> These two factors reduced the incentive and ability to fight decisive wars. Since no war could be considered final, the settlements they produced were often provisional and contingent on the continuation of the good fortunes of the victor. Opportunism resulted in dramatic shifts as states chose to expand local conflicts, re-entered wars to steal more territories from exhausted sides, or switched allies as expectations of success changed.<sup>48</sup> Many of the wars thus resulted out of efforts

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bridge: Cambridge University Press, 1991), pp. 85-7 lists 34 European conflicts between 1715 and 1814, of which 23 were fought over territory, with eight fights to undo previous settlements. Great Powers fought among themselves 20 times. In contrast, during the Concert era European states fought 13 times, with territorial claims involved in five of these disputes. Great Powers went to war among themselves only once in 1853-6.

<sup>42</sup>This phrase belongs to Talleyrand, quoted in *Idem*, p. 114

<sup>43</sup>McNeill, *Op. Cit.*, p. 144.

<sup>44</sup>Michael Howard, *War in European History* (Oxford: Oxford University Press, 1976), p. 54.

<sup>45</sup>Barry R. Posen, “Nationalism, the Mass Army, and Military Power,” *International Security* 18/2 (Fall 1993): 80–124.

<sup>46</sup>Kennedy, *Op. Cit.*, p. 85.

<sup>47</sup>See Table 4 on p. 99 in *Idem*. It is instructive to note that in the middle of the century, the smallest of the Great Power armies (Prussia) was 60% of the size of the largest (France and Russia). Obviously, the numbers conceal the wide variance in the quality of troops.

<sup>48</sup>An example of all aspects of such behavior is the War of the Austrian Succession. As Reed Browning, *The War of the Austrian Succession* (New York: St. Martin’s Griffin, 1993), pp. 367-68 notes, the war might have ended in any of the years it lasted had it not been for the opportunism of the warring parties.



to recover territories lost in earlier fights.

Two factors exacerbated these problems by providing need, means, and opportunity to engage in destabilizing behavior. First, the territorial fragmentation of the two Germanic powers placed them in precarious strategic position. The far-flung Habsburg holdings were difficult to defend and tempting for aspiring conquerors, which tended to involve predatory powers who were on the lookout for moments of Austrian weakness. The effort to maintain the inheritance “required a nightmarish diplomatic and military juggling.”<sup>49</sup> Prussia’s position was very similar. Her success in coming ahead of the other contenders for influence in Germany, like Bavaria and Saxony, owed as much to the shrewd politics of the Hohenzollerns, as to her location. Frederick the Great’s invasion of Silesia in 1740 under flimsy fabricated pretenses, was dictated by the need for the wealth of the province and its strategic importance in rounding off Prussia’s boundaries.<sup>50</sup> Characteristically, the Prussian king was more concerned about the rapacious appetites of his neighbors than losing the war to Austria.<sup>51</sup> The separation of Brandenburg from East Prussia virtually guaranteed the efforts to consolidate the holdings, predictably at Polish expense.

Second, the sheer number of small states made diplomacy a Byzantine business whose maze is difficult to follow even today. Although the smaller European states no longer played the active role they had in the seventeenth century, they became objects of aggression as the Great Powers traded territories, or found themselves in need of allies or money. Saxony is an egregious example of shifting allegiance (although she gained little for her troubles as most benefit went to its more powerful neighbors). As William McNeill notes, “[t]he multiplicity of European states produced an enormous political confusion. Diplomatic and military alignments shifted from time to time in kaleidoscopic fashion.”<sup>52</sup> Whenever the Great Powers could, they arranged solutions at the expense of smaller states, as evidenced by the successive partitions of Poland between Austria, Prussia, and Russia, which eventually led to the state’s disappearance from the map. However, the larger states also often found themselves stripped of possessions, forced into exchanges, or fighting to defend their holdings. The common practice of allying with the more powerful side to despoil the weaker one did little to alleviate the problem.

If there is a key to the diplomatic practice of the eighteenth century, it is the combined principles of territorial compensation and exchange. Territory was essential because it defined strategic boundaries, held population (soldiers and tax base) and raw materials, and provided access to and control of trade routes. I do not want to diminish the role of other factors, such as economic and fiscal strength or organizational efficiency, but I emphasize that territory was seen as the prime determining factor of state power. In a significant departure from the legal Westphalian principles, “dynasts ceased to think of territory in terms of family patrimony, regarding it instead as a commodity that could be employed for a variety of domestic and foreign policy purposes.”<sup>53</sup> This flexibility was useful in state efforts to consolidate holdings, enhance security, and acquire new sources of revenue.

Since territory had become a strategic commodity, it is not surprising that the principle of “com-

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<sup>49</sup>Kennedy, *Op. Cit.*, p. 90.

<sup>50</sup>Evan Luard, *The Balance of Power: The System of International Relations, 1648–1815* (New York: St. Martin’s Press, 1992), p. 176.

<sup>51</sup>Christopher Duffy, *The Military Life of Frederick the Great* (New York: Atheneum, 1986), p. 23.

<sup>52</sup>McNeill, *Op. Cit.*, p. 148.

<sup>53</sup>Holsti, *Op. Cit.*, p. 90.

pensation” was widely applied throughout the period. According to this principle, a gain by any one state had to be matched by corresponding gains by others. Because wars were so expensive, rulers generally preferred to achieve their ends through bargaining. Negotiations, however, were unlikely to be successful unless both sides had something, usually territory, that they could exchange. This dictated the acquisition of territories that were of little intrinsic interest but that could be valuable either for a trade or as a bargaining chip should the country find itself in need of assistance. The end result of these practices was that “territories were shuffled around, swapped and bartered in unscrupulous fashion.”<sup>54</sup> The “fleeting alliances” were one of the manifestations of the resulting opportunism. They were concluded for particular objectives, were thus short-term, and were not expected to outlast a change in circumstances. There was thus no particular distribution of territories that could not be undone by some coalition of states. “Territorial aggrandisement was the principal object of the greater Powers, and any means were considered justifiable in order to secure those aims.”<sup>55</sup>

This overview illustrates why states were unable to credibly commit to any particular territorial distribution throughout the eighteenth century. Because states could not wage decisive wars and no power(s) existed that dominated the rest unequivocally, any settlement was regarded as temporary and subject to revision. The plethora of small states exacerbated that opportunism, while the territorial fragmentation of the Germanic powers made them eager to consolidate their holdings and at the same time exposed their vulnerability to the predatory designs of their neighbors and former allies.

## THE CONGRESS OF VIENNA

### INSTITUTIONAL INNOVATIONS

To understand the new Concert, it is necessary to see the problems that it was designed to solve. The bloody wars that had engulfed Europe for two decades made containment of French aggression a natural focal point of the four victorious powers. The Utrecht system had failed to prevent the hegemonic drive of the very state it was supposed to neutralize. Thus, the territorial settlement reflected the concerns with possible French *revanche*, Russian westward expansion, future Austro-French conflict in Italy, and Prussian aggrandisement tendencies. There were four main features of the settlement.

First, the Great Powers arrogated to themselves the authority to decide the new European order, and were determined to impose the solution on the smaller states. The secret Article I of the First Peace of Paris signed May 30, 1814, specified that “the disposal of the Territories [...] shall be regulated [...] by the Allied Powers among themselves.”<sup>56</sup> The problem with this became immediately apparent when all minor powers, allied, neutral, or belligerent, sent their delegations to the Congress under the impression that they would be allowed to make their cases and press territorial claims. The four Great Powers could find no acceptable way of broaching their decision to the other delegates. The Big Four first tried to limit the effective group to themselves, France, and Spain. However, Prussian objections and French machinations caused the indefinite postponement of the

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<sup>54</sup>Luard, *Op. Cit.*, p. 202.

<sup>55</sup>Arthur Hassall, *Balance of Power, 1715–1789* (London: Macmillan & Company, 1896), p. 5.

<sup>56</sup>Quotations from various treaties refer to texts in Edward Hertslet (ed.), *The Map of Europe by Treaty* (London: Harrison & Sons, 1875) unless otherwise noted.

official opening of the Congress.<sup>57</sup> For all of Talleyrand's protestations that France was safeguarding the rights of the smaller powers, the moment France gained entry to the council of the other four, he abandoned the pretense.<sup>58</sup> Lacking legitimate precedent for usurping the division of the spoils, the Great Powers negotiated informally among themselves, with decisions rubber-stamped by the Committee of Eight.<sup>59</sup> The "Great Power tutelage" was a new, if not surprising, development in European politics.<sup>60</sup> This doctrine, forcefully upheld by Palmerston in 1846, was to endure.<sup>61</sup>

Second, France was quickly assimilated into the new system.<sup>62</sup> Two points about this are worth noting. First, to prevent French revisionism, the allies settled (twice) on lenient terms. Even after Napoleon's second bid for power, France did not lose much territory (scaled back to her 1790 borders), and although she had to pay an indemnity of 700 million francs and support an occupational army, the army was withdrawn ahead of schedule. These terms were indeed remarkably generous considering the turmoil and general destruction that France had caused.<sup>63</sup> Second, the acrimonious negotiations over Poland and Saxony exposed Austria's weakness and the need to rely on French support to counter Russo-Prussian scheming.

That France was necessary for any postwar settlement was recognized by Metternich and Castlereagh as early as the Congress of Châtillon in 1814. Alexander's exorbitant demands, which included the proviso that France was to be run by a Russian general, would have reduced France to a second-rate power, leaving Austria vulnerable to Russian pressure. The allies were also unable to agree to the fate of the explosive state at the London conference of the same year.<sup>64</sup>

The rift between Russia (with Prussia) and Austria (with Britain) caused a deadlock over the

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<sup>57</sup>Webster, *The Congress of Vienna*, pp. 80-7.

<sup>58</sup>As Duff Cooper, *Talleyrand* (New York: Grove Press, 1932), p. 252 succinctly puts it, "With the smaller nations at his back Talleyrand had succeeded on 1st October in getting, as it were, his foot into the door of the European council chamber. From that position he never withdrew, and very soon those who were already ensconced there were glad enough that he should come in and shut the door behind him, leaving his former supporters in the passage."

<sup>59</sup>Nicolson, *Op. Cit.*, pp. 137-47. The Eight were the signatories to the 1814 Treaty of Paris, and included the Big Four, Sweden, Portugal, Spain, and, of course, France.

<sup>60</sup>Richard B. Elrod, "The Concert of Europe: A Fresh Look at an International System," *World Politics* 28 (January 1976): 159-74, pp. 6-7.

<sup>61</sup>Palmerston stated that it was impossible to change the territorial order "in a manner inconsistent with the Treaty of Vienna without the concurrence of the other powers who were party to that Treaty". Cited in F. R. Bridge and Roger Bullen, *The Great Powers and the European States System, 1815-1914* (London: Longman, 1980), p. 4.

<sup>62</sup>See Doran, *Op. Cit.*, Part IV for an analysis that concentrates exclusively on containment of French revisionist tendencies. It seems to me that such view is too limiting because, as this analysis shows, French aggression was by far not the only concern of the statesmen at Vienna.

<sup>63</sup>Wellington argued that if France is stripped of too much territory, peace will only last until she finds "a suitable opportunity of endeavoring to regain what she has lost; and, [...] we shall find how little useful the cessions we have acquired will be against a national effort to regain them". Cited in Andreas Osiander, *The States System of Europe, 1640-1990* (Oxford: Clarendon Press, 1994), p. 202.

<sup>64</sup>Webster, *The Congress of Vienna*, and Nicolson, *Op. Cit.*.

Polish-Saxon question in Vienna.<sup>65</sup> Castlereagh protested that the Tsar “would not be satisfied to rest his pretensions on a title of conquest in opposition to the general sentiments of Europe,” which is exactly what the Tsar ended up doing.<sup>66</sup> Faced with Russian intransigence and Prussian belligerence, Austria and Britain signed a secret treaty with France on January 3, 1815 with the express purpose of checking Prussia’s designs on Saxony. Having carried the day on the Polish issue, Alexander abandoned Hardenberg, who had to back down much to the chagrin of the Prussian army. On January 12, the Council of Five had its first meeting.<sup>67</sup>

Thus, although the re-entry of France was generally recognized as necessary, it was greatly accelerated by the inordinate nature of Russo-Prussian territorial demands, and the Austro-British attempts to moderate them. It had become obvious that without France, Austria and Britain would be unable to check Russia and prevent her assistance to Prussia.

Third, the Great Powers “divided the commons” into spheres of influence with nearly complete disregard of national sentiment, legal dynastic claims, or moral obligations. The Great Powers did set up a Statistical Committee to quantify the populations, but it was exclusively concerned with numbers, not with any national, educational, or religious characteristics. Talleyrand complained that this “enumeration of souls” did not take into account the qualitative value of the territories but he was rebuffed.<sup>68</sup> The most glaring example of this practice is the fact that the Vienna settlement reconstituted only 38 of the 350+ German states. Although the allies had to reward the princes who had fought on their side, they recognized that German disunity was a great facilitating factor of Napoleon’s conquests. Thus, the Great Powers retained the territorial features of the Confederation of the Rhine although the association itself was dissolved and replaced by the German Confederation under the uneven dualism of Austro-Prussian domination.

The principle of dynastic legitimacy was set aside. The fates of the Saxon and Neapolitan rulers are illustrative. As we shall see, the Great Powers came into conflict on the delineation of Saxon borders. Once Russia acquired Poland, Metternich resolved to prevent Saxony from falling into Prussian hands.<sup>69</sup> He enlisted British support to oppose Hardenberg’s demands, one of which was the infamous plan to give the King of Saxony an entirely new kingdom to the West, all the way to the French border. It is instructive that nobody objected to the transportation scheme on the basis of

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<sup>65</sup>Gulick, *Op. Cit.*, pp. 200-4.

<sup>66</sup>Quoted in Webster, *The Congress of Vienna*, p. 120. Alexander’s attitude was: “I have two hundred thousand men in the Duchy of Warsaw. Let them drive me out if they can! . . . Your public law is nothing to me: I don’t understand all that. What do you think are all your parchments and treaties to me?” Alexander to Talleyrand, from a letter to King Louis XVIII, in Duc de Broglie, *Memoirs of the Prince de Talleyrand* (New York: Putnam, 1891), Two volumes. Transl. by Raphael de Beaufort, vol. 2, p. 277; also quoted in Doran, *Op. Cit.*, p. 166 and Lindley, *Avoiding Tragedy*.

<sup>67</sup>The Council of Five (the Big Four victorious allies and France) was the most important body that made the crucial decisions, often with no more than token consultation with the smaller allies Webster, *The Congress of Vienna*, pp. 203-04.

<sup>68</sup>Nicolson, *Op. Cit.*, p. 146. See also Webster, *The Congress of Vienna*, p. 207 and Gulick, *Op. Cit.*, pp. 248-51. It must be noted that much of the alleged trafficking of souls did not occur at the Congress. It was Napoleon who did the initial reduction in numbers when he distributed all the ecclesiastical states and free cities to the secular princes in 1803 and abolished the Holy Roman Empire in 1806 after defeating Austria.

<sup>69</sup>Webster, *The Congress of Vienna*, pp. 125-34.

its illegitimacy. Instead it was the weakness of the new state that raised problems because it would not work as a buffer against France.<sup>70</sup> Eventually, the King was deprived of half his kingdom “as a penalty for having delayed too long his change of sides.”<sup>71</sup>

Similarly pragmatic concerns decided the fate of Naples. Its king, Murat, had been guaranteed his throne by Austria (with the connivance of the British and the Russians) in exchange for deserting Napoleon, which proved a great boon in the war. However, as the deposed Emperor’s brother-in-law, Murat was abhorrent to Louis XVIII, and very inconvenient for Metternich who had expansive plans for Austrian dominance in Italy. When the negotiations over Saxony and the German settlement revealed that Britain and Austria would need French support to overcome the demands put forth by the Prussia with Russian backing, Castlereagh and Metternich conspired to sacrifice Murat in exchange for French support. For all his faults, Murat had done nothing to undermine the original pledge of the Austrians, and this was genuine betrayal. Only Murat’s defection to Napoleon during the Hundred Days saved the conspiracy, “one of the greatest blots on Castlereagh’s conduct,” from exposure.<sup>72</sup>

The small states were thus victims of the strategic calculations of the Great Powers. The unfortunate coupling of Belgium and Holland under Dutch rule unraveled within 15 years. The Italian national question was ignored and the states were distributed mostly back into the Austrian sphere of influence. As Metternich remarked, Italy was a territorial, not a national, concept.

Fourth, the settlement reflected the bargaining strength of the parties. The ability of Russia to get away with usurping territories against the wishes of the other three states was very different from the eighteenth century indecisive standstill. The emergence of Britain and Russia as the dominant sea and land powers respectively fundamentally altered the strategic calculations of the other players. Neither of the three continental powers could hope to survive without the assistance of either of the flanking powers. The size difference is quite substantial, even considering only military personnel. In 1816, Russia had 800, 000 men, followed by Britain with 255, 000 and Austria with 220, 000. France and Prussia trailed with 132, 000 and 130, 000 men respectively.<sup>73</sup> Although the enormous number of Russian troops belied their military preparedness, the gap was overwhelming. Britain was also not nearly as close to Austria as the numbers suggest, primarily due to her naval preponderance.

It is worth emphasizing that the settlement was held together by the resolute action of the Fourth Coalition during the Hundred Days. This established a credible threat that any future *revanchist* attempts would be met with a common front. The specifics of the conditions that would trigger that response were laid out in the Quadruple Alliance, which was signed on November 20, 1815, the same day as the Second Peace of Paris. Article III, which was a straightforward renewal of the Treaty of Chaumont, was the one solely directed against French aggression. Even when the Quintuple Alliance was signed with France in 1918 at the Aix-la-Chapelle Congress, the original Quadruple Alliance was renewed.<sup>74</sup> The fact was “communicated confidentially to the French gov-

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<sup>70</sup>Gulick, *Op. Cit.*, p. 242.

<sup>71</sup>A.J.P. Taylor, *The Course of German History* (New York: Capricorn Books, 1946), p. 47. When the Great Power representatives informed the exiled King of their final decision, he became infuriated. It was then made clear to him that “the three had come, not to have his opinion, but his consent” Osiander, *Op. Cit.*, pp. 245-6.

<sup>72</sup>Webster, *The Congress of Vienna*, pp. 142-46.

<sup>73</sup>Kennedy, *Op. Cit.*, p. 154, Table 8.

<sup>74</sup>Most historians acknowledge the importance of the renewal of the Chaumont Treaty in 1815.

ernment without being publicized.”<sup>75</sup> As Schroeder notes, even though French statesmen “routinely denounced the 1815 system, [...] those who came to power usually realized that France had more to lose than to gain by destroying it.”<sup>76</sup>

Although the Fourth Coalition dictated the terms of the peace, it did not reduce France to a pariah, settled for very lenient terms, and almost immediately accepted her as a rightful partner in the Great Power condominium. This quelled French irredentism by giving France a stake in the new system.<sup>77</sup>

#### TERRITORIAL SETTLEMENT: DIVIDING THE COMMONS

Some contemporary observers were puzzled by Britain’s apparent failure to ensure her predominance on the continent or pursue her interests with more vigor.<sup>78</sup> This betrays confusion about the extent to which Castlereagh managed to achieve British goals. To begin with, he managed to exclude the crucially important maritime rights and colonial questions from consideration at the Congress altogether. Britain’s most important territorial gains lay outside Europe. The naval supremacy of her fleet established at Trafalgar allowed the capture of almost all of French, Dutch, and Danish colonies. Although Castlereagh was not averse to bargaining away colonies that supplied raw materials, he refused to do so with the ones that housed naval bases. Britain retained her unchallenged sea power and could position herself to appear as the mediator in continental disputes.<sup>79</sup>

Britain did not desire territorial aggrandisement in Europe and had a single overriding objective: to prevent any one power from dominating Europe. In practice, this meant the containment of France and Russia. As part of the French containment scheme, Castlereagh envisioned the creation of a large united Kingdom of Netherlands under British influence. To that end, the money from the British compensations to Holland was earmarked for construction of fortresses on the Belgian border to strengthen the cordon.<sup>80</sup> When his initial plan of a united Austro-Prussian center fell through, he worked on the *rapprochement* between Austria and France as counterweight to Russia and Prussia. The various territorial transfers eventually ensured that through the client states of Holland and Hanover, Britain “had something to say about every river, large or small, which flowed into the North Sea from Dunkirk to Denmark. For a country committed to sea power, these arrangements were little short of heaven.”<sup>81</sup> As Nicolson concludes, the assertions that Britain failed to seize the

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See, for example, Webster, *The Congress of Vienna*, pp. 162-3, Gulick, *Op. Cit.*, p. 209, and Holsti, *Op. Cit.*, p. 129. For a dissenting (as usual) view, see A.J.P. Taylor, *The Struggle for Mastery in Europe, 1848-1918* (Oxford: Oxford University Press, 1954), pp. 1-2.

<sup>75</sup>Osiander, *Op. Cit.*, p. 239.

<sup>76</sup>Schroeder, *The Transformation*, p. 557.

<sup>77</sup>Assimilation, by itself, is not sufficient to guarantee containment, as the failure of Utrecht demonstrates. On the other hand, failure to assimilate may be enough to produce revanchism, as the Versailles Treaty in 1919 shows.

<sup>78</sup>Friedrich von Gentz, for example, professed bewilderment over Castlereagh’s “neutral attitude. . . being in the position to become the arbiter of Europe, he only afforded her weak and partial assistance.” He could not understand why England would fail to profit from her successes and the part she had played in the Coalition. Cited by Nicolson, *Op. Cit.*, p. 128.

<sup>79</sup>Webster, *The Congress of Vienna*, p. 200.

<sup>80</sup>Chapman, *Op. Cit.*, pp. 51-3.

<sup>81</sup>Gulick, *Op. Cit.*, p. 252.

opportunity to gain her ends at Vienna “display a misapprehension, on the one hand of the true nature of British ambitions, and on the other hand of the very valuable assets which were, in fact, obtained.”<sup>82</sup>

The key to understanding the territorial settlement is the Russian acquisition of the lion’s share of the Duchy of Warsaw, which had a domino effect on the other divisions. With Alexander prevailing on the Polish issue, Austria opposed Prussian annexation of Saxony, which meant Prussia had to be compensated in the Rhineland. Austria, which renounced possession of the Netherlands, had to be compensated in Italy. This had to contend with opposition from France. Britain, of course, insisted on Holland and Hanover as strategic checks on France in the north.

The tough bargaining tactics of Alexander on Poland and the subsequent war scare over Saxony show that Russia could obtain anything it wanted for itself, even though it may not want to risk war on behalf of a weaker friend. By early December, Austria and Britain had conceded defeat on the Polish question: Russia was going to have her way there and nothing could alter that. Schroeder’s assessment is as correct as it is blunt: “The initial confrontation, which pitted Russia against Austria supported by Britain and France and momentarily by Prussia, was won by Russia hands down.”<sup>83</sup> Having achieved his territorial and constitutional goals in Poland, Alexander joined the other three powers in coercing Prussia into accepting less than half of its demands in Saxony. There was no sense in undermining a system in which Russia could enjoy the fruits of conquest for the sake of a junior partner.

Although the plan to hold Russia could not work, building the “arc of constraint” around France proved more successful. The idea was to surround France with a buffer of medium states, the *cordon sanitaire*, consisting of a strong Kingdom of Netherlands (closely allied with Britain) to the North, hostile German states (Prussian presence in the Rhineland, Bavaria, and Baden) in the center, the new Swiss Confederation (declared neutral in perpetuity), and Sardinia rounding off the cordon to the South (substantially strengthened by her annexation of Savoy), with Austria controlling most of Italy. Replacing the multitude of small and vulnerable German states from the pre-Napoleonic era with medium-sized and relatively closely aligned ones would prevent French attempts to expand eastward for at least two reasons. First, retaining the small German states in near-perpetual chaos would be tempting to both Prussia and Austria, exacerbate their antagonism, and undermine the anti-French deterrent posture. Second, a larger state could put up a much better defense even if it could not hope to prevail by itself. Even so, the German states were not really expected to defend themselves against a French attack, but were to rely on the assistance of Britain, Prussia, and Austria. Finally, the defeat and conquest of a larger state would mean an abrupt and significant change in the territorial distribution and French strategic position, giving that state’s allies much more reason to intervene in its defense. After France had shown its potential for aggression during the Hundred

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<sup>82</sup>Nicolson, *Op. Cit.*, p. 205.

<sup>83</sup>Schroeder, *The Transformation*, p. 537. It could not have been otherwise for, as he notes further on, “balance-of-power tactics, like God, favour the *beati possidentes* and the big battalions.” This episode also undermines in part his thesis that Russia was willing to restrain itself. Rendall offers a more detailed assessment of the expectations of the various sides about the desirability of war against Russia over Poland. and reaches the same conclusion. See Matthew Rendall, “Between Power and Preferences: Realism, Idealism and the Concert of Europe,” *School of Politics, University of Nottingham* (2005).

Days, the allies further weakened it to improve the defenses of its neighbors.<sup>84</sup>

Austria's gains from the Congress settlement were a mixed blessing. On one hand, she did not recuperate the spoils of 1796, mostly for strategic reasons. Austria renounced her claim on Belgium, which would have been troublesome and difficult to defend. She also advocated partitioning of the Vorlande between Bavaria, Württemberg, and Baden, which would improve Austria's position and influence in southern Germany. She was also forced to forego any territorial gains in Poland (except Galicia), which was consolidated as the Congress Poland under Russian rule. Thus, Austria lost mostly poorly developed lands and possessions it would have found costly to maintain.<sup>85</sup>

Austria clung to her territories in Italy: Venetia, which she acquired as compensation for the Austrian Netherlands in 1797, and Lombardy, which she took after the war of the Spanish Succession. She received these because Italy was the only place in Europe without opposing claims of the Fourth Coalition allies. Not only was it the only available territory to compensate her for (in)voluntary losses, but Austria was the least troublesome state to take possession of it. Since France wanted Italy, Britain wanted to keep France out of there, and Russia, in turn, wanted to keep Britain out too. Austria was the safe choice; both Russia and Britain treated it more gently in diplomatic affairs because of this. In many ways, Austria "had become a European necessity."<sup>86</sup> French influence in Italy was curbed and the territory was recognized as an Austrian preserve.

The settlement was hardly in Prussia's favor. Losing the Polish lands inhabited by obedient serfs and getting the territories on the left bank of the Rhine populated with Roman Catholics spoiled by twenty years of French liberalism spelled trouble. Deprived of half of Saxony and all of Poland (except Posen), Prussia acquired a region in the West, which was separated from the Eastern part by Hanover and Hesse. As Taylor wryly notes, "it was, as it were, a practical joke played by the Great Powers on the weakest of their numbers."<sup>87</sup> As Austria withdrew to the South-East corner of Germany, Prussia immersed herself deeper westward. While Hungary and the Italian kingdoms were not part of the Austrian share in the German Confederation, Prussia received substantial compensation along the Mosel, the Saar, and the central region of the Rhine. This consolidated territory made it easier to halt possible French challenges, a position vigorously supported by Britain. The result of losing some of her former territories, like Poland, meant that Prussia now became "more

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<sup>84</sup>See Gulick, *Op. Cit.*, pp. 258-59; Roger Bullen, "France and Europe, 1815-48: The Problems of Defeat and Recovery," in *Europe's Balance of Power, 1815-1848*, ed. Alan Sked (New York: Barnes & Noble, 1979), p. 123; Schroeder, *The Transformation*, p. 556. The destabilizing impact of the loss of the buffer states in the Low Countries, Germany, and Italy between 1859 and 1871 is discussed at length by Paul W. Schroeder, "The Lost Intermediaries: The Impact of 1870 on the European System," *International History Review* 6 (February 1984): 1-27. This is not meant to suggest that these states were unequivocally beneficial for the system. The wars of the 1860s (in Italy and against Denmark) arose, in part, from machinations of Sardinia and the German Confederation. See F. R. Bridge, "Transformations of the European States System, 1856-1914," in *The Transformation of European Politics, 1763-1848: Episode or Model in Modern History?*, ed. Peter Krüger and Paul W. Schröder (Münster: Lit Verlag, 2002).

<sup>85</sup>Robert A. Kann, *A History of the Habsburg Empire, 1526-1918* (Berkeley: University of Chicago Press, 1974).

<sup>86</sup>A.J.P. Taylor, *The Habsburg Monarchy, 1809-1918* (Chicago: University of Chicago Press, 1948).

<sup>87</sup>Taylor, *The Course of German History*, p. 47.



a specifically German state than it had been in 1807.”<sup>88</sup> These gains have led some historians to conclude that “among the German states, Prussia was doubtlessly the big winner.”<sup>89</sup> This allowed her to engage in a “subterranean contest for leadership” with Austria in Germany.<sup>90</sup>

The German compromise settlement reflected the political and strategic limitations of the period. What emerged from the Congress, was a loose confederation under the formal leadership of Austria, but with implicit Prussian hegemony in the north (over the objections of Bavaria and Württemberg). Flirtation with pro-French liberalism threatened Habsburg rule, which rested on traditional dynastic rights. Nascent German nationalism threatened the Hohenzollern dynasty even more because many Germans continued to regard the Austrian Emperor as the natural head of Germany, which meant that the Prussian king could scarcely survive a unification.<sup>91</sup>

It is thus not surprising that the two monarchies cooperated in Germany in an arrangement where “Prussia did all the work and Austria enjoyed the distinction.”<sup>92</sup> As Sheehan correctly observes, one of the most important elements in the arrangement was it being a “part of an international settlement, guaranteed by the major states of East and West.”<sup>93</sup> This allowed the Germans to manage their internal affairs and prevented Great Power interference as long as they remained non-threatening to the system.

## SUMMARY

The emergence of a system whose stability and peacefulness depend on incentives derived from the territorial distribution, requires that its members design a territorial “contract” that would structure these incentives appropriately. The victory over Napoleon presented the four allies with an opportunity to redraw the map of Europe in order to avoid the chaos of alliances and wars from the preceding century. To this end, they ignored the interests of many smaller states and decided between themselves how the system would be structured. The Big Four explicitly recognized that France had to be assimilated, and, as Wellington’s argument demonstrates, they also knew that this meant that they had to offer it terms with which it could live. However, they were also mindful of the threat France presented to the German states, and re-adjusted the borders after Napoleon’s return showed that even the new ones would not deter revanchism.<sup>94</sup> The great challenge at Vienna was to find a way to contain France without creating a dangerously centralized German confederation that could fall under the influence of Prussia or Austria or that would rival them. This accorded well with the wishes of the smaller states whose rulers did not relish being subservient to either Frederick

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<sup>88</sup>W. H. Koch, *A History of Prussia* (New York: Barnes and Noble, 1978).

<sup>89</sup>James J. Sheehan, *German History, 1770–1866* (Oxford: Clarendon Press, 1989), p. 401.

<sup>90</sup>This unusually apt expression is due to Schroeder, *Did the Vienna Settlement Rest*, p. 715. I should note that many of the gains for Prussia—her industrialization would depend heavily on newly acquired possessions—were then still in the future. From the vantage point of 1815, Prussia was a loser as much as she turned out to have been a winner fifty years later.

<sup>91</sup>Taylor, *The Course of German History*, pp. 51-2.

<sup>92</sup>Taylor, *The Habsburg Monarchy*, pp. 34-5.

<sup>93</sup>Sheehan, *Op. Cit.*, p. 410.

<sup>94</sup>Although the second Paris treaty was not very harsh for France, it resulted in enough territorial losses for Talleyrand to make a lot out of the better terms he had negotiated in 1814. See Schroeder, *The Transformation*, pp. 553-56.

William or Francis I.<sup>95</sup>

The concerns of the Great Powers did not end with the containment of France: Britain and Austria were fearful of Russian western expansion (which they could not prevent) and a Russo-Prussian cooperation at Austrian expense (which they did). The participants did anticipate many potential problems that could arise from alternative distributions of territory, and bargained strenuously to avoid them, even when that meant abandoning appeals to legitimacy and sometimes relying on naked threats to use force. The final settlement tracked rather closely the relative military capabilities of the Great Powers. Britain and Russia could not be challenged militarily and consequently managed to achieve most of their goals, ensuring their relative satisfaction with the new status quo. Talleyrand was unusually prescient here. Whereas Castlereagh initially thought about the European “just equilibrium” almost entirely in balance of power terms, the French diplomat realized that any arrangement would need the forbearance of the most powerful states in order to survive. Although he imagined this restraint arising from “a spirit of moderation and justice,” it was more likely to expect it to come from self-interested behavior largely resting on satisfaction with the status quo.<sup>96</sup> On the other hand, Prussia, Austria, and France repeatedly had to agree to territorial compromises. However, the careful delineation of borders gave Austria enough stake in the system while ensuring that France and Prussia would find attempts to overturn it too costly.

## THE CONCERT IN PRACTICE

My explanation hinges on showing that the Concert system was self-enforcing to the degree that the territorial distribution structured the incentives of the Great Powers such that their equilibrium behavior was to maintain the Vienna settlement. Although in some cases it is easy to explain the unwillingness to challenge the status quo with the simple fact that the country did not have positive benefits to derive from doing so (e.g. Britain had nothing to gain from territorial conquest on the continent), it is necessary to account for the behavior of others that could potentially benefit. The success of deterrence rests on the credibility of the threat to take action against the state that deviates from the cooperative equilibrium and on the attractiveness of the existing distribution of benefits.

Although the Vienna and Paris treaties established the territorial division, they did not generate an obligation to defend it. This point is so well expressed in the Memorandum by the British plenipotentiaries at the Congress of Aix-la-Chapelle, that the document is worth quoting at some length:

There is no doubt that a breach of the covenant by any one State is an injury which

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<sup>95</sup>Nicolson, *Op. Cit.*, pp. 196-99 nevertheless faults Metternich for “almost total ignorance of, and indifference to, economic factors,” which prevented him from foreseeing “the immense economic domination which Prussia would acquire through her control of roads, waterways and markets.” Although this assessment is doubtless correct, it is equally correct to note that at that time the Prussians themselves had no idea that this would happen. As far as the two premier German powers and the smaller states were concerned, the settlement, however deficient, was satisfactory.

<sup>96</sup>See *Idem*, pp. 154-55 for Talleyrand’s distinction between an equilibrium based on “absolute equality of power between all the States,” which he correctly said could never exist, and a partial equilibrium, “which is artificial and precarious and which can only last so long as certain large States are animated by a spirit of moderation and justice.”

all other States may, if they shall think fit, either separately or collectively resent, but the treaties do not impose, by express stipulation, the doing so as a matter of positive obligation.

... those who framed these Acts did not probably see how the whole Confederacy could, without the utmost inconvenience, be made collectively to enforce the observance of these treaties, *the execution of this duty seems to have been deliberately left to arise out of the circumstances of the time and of the case, and the offending State to be brought to reason by such of the injured States as might at the moment think fit to charge themselves with the task of defending their own rights thus invaded.*<sup>97</sup>

This amounted to a recognition of the fact that any collective enforcement would suffer from inevitable credibility problems when divergent interests prevent consensus or when states attempt to free-ride on the efforts of others. The two things that the treaties succeeded in doing, however, were to delineate spheres of influence, and to establish a set of interlocking interests. The end result was that some territories were not open for contestation, and that for every potentially contestable territory, there existed some coalition of states that had a clear interest in blocking undesirable changes.

It is important to realize that no one mechanism operated to deter every challenge, and neither was there a condominium of five Great Powers vigilant and ready to defend the status quo. Instead, coalitions emerged on the basis of the actual danger, with members self-selected by their own interests. The territorial division ensured that some such coalition would always form and that it would be sufficiently strong to deter the challenger. The twin principles of mediation and intervention provided for solutions to internal and external challenges.

First, the Great Powers affirmed the principle of mediation to ensure tranquility and the resolution of disputes between smaller states to their liking. "Mediation" is a misnomer because it rarely amounted to more than imposition of an arrangement on both sides. The Great Powers issued scarcely veiled threats to the quarreling states and ensured that the latter would accept their solution, as it happened in the Belgian, Greek and Egyptian cases. In this, the five powers were simply following their own precedent set at the Congress of Vienna, which the weak states could not hope to overturn. This principle permitted the Great Powers to find arrangements that would not upset the system they had created.

Second, each of the Great Powers could intervene in her spheres of influence to the exclusion of others. British posturing to the contrary notwithstanding, Austria could settle problems in Italy, or France in Spain, or even Britain herself in Portugal. Despite Russian efforts to give teeth to a more general intervention doctrine, one never materialized or could have given the often opposing interests of the parties. Thus, every state scrupulously observed the mandate of its intervention, and was at pains to ensure that it did not alarm the other Powers. This principle permitted the Great Powers to forestall developments that could upset the system, which required the continued existence of Austria.

It is worthwhile to emphasize that the Concert was self-enforcing precisely because it was *not* a system of collective security. Under collective security, a challenge must be resisted by all members of the system.<sup>98</sup> However, incentives to free ride and divergent interests would normally hamper

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<sup>97</sup>The document can be found in Webster, *The Congress of Vienna*, Appendix VIII, emphasis added.

<sup>98</sup>Charles A. Kupchan and Clifford A. Kupchan, "Concerts, Collective Security, and the Future of Europe," *International Security* 16/1 (1991): 114–161.

cooperation in organizing for such defense. Enforcement in the Concert was credible because it was taken up by parties with clearly defined interests in the matter, and these interests were defined in large part by the territorial division. Even though Jervis calls the concert a “nascent collective security system,” there was no provision or even expectation for collective enforcement.<sup>99</sup> With these considerations in mind, I now turn to a brief discussion of several prominent challenges and the way they were settled.<sup>100</sup>

#### COOPERATION ON TERRITORIAL ADJUSTMENTS: GREECE AND BELGIUM

The basic features of the Concert are best demonstrated by Great Power cooperation, sometimes reluctant, in resolving disputes between weaker states, and finding ways for the system to absorb small territorial adjustments. The Great Powers were guided in these matters by the concern that by altering the borders, these external developments could upset the system of incentives, which kept the Concert in place. Therefore, they set out to impose solutions that preserved this system intact.

The Greek rebellion against the Ottoman Empire broke out in 1821. Russia was the only country willing to intervene but the rest did not want to sanction yet another Russo-Turkish War or Russian occupation of some Ottoman territory that could result, in Castlereagh’s words, in “a new Partition, a repetition of Poland!”<sup>101</sup> Despite sending an early ultimatum to Turkey, Alexander consented not to act without mandate which he seems to have fully expected to obtain from the Alliance. Even though there was no chance of a balancing coalition forming against Russia had she gone to war against the Ottoman Empire, the Tsar seems to have preferred to restrain himself rather than upset the system that maintained stability in Europe.<sup>102</sup> However, when the Tsar died in 1825 his successor Nicholas I decided to pursue a more proactive policy in the Balkans. Originally, the Great Powers tried to get the Ottoman Empire to quell the rebellion, which the Porte obligingly attempted but failed and was compelled to call on Egypt for help. In 1826, Russia extracted the Treaty of

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<sup>99</sup>Jervis, *From Balance to Concert*, p. 78. Many others see the Concert as a type of collective security system with membership restricted to the Great Powers. For example, Elrod, *Op. Cit.*, Andrew Bennett and Joseph Leggold, “Reinventing Collective Security after the Cold War and Gulf Conflict,” *Political Science Quarterly* 108/2 (Summer 1993), and Lipson, *Op. Cit.* all share this view. For a harsher view of the period and the scarcity of great power cooperation on the Eastern Question, see Kagan, *Op. Cit.*. The British position quoted earlier also supports an *ad hoc* principle rather than grand collective design.

<sup>100</sup>In the interest of brevity and to keep the focus clear, I abstract away from the many complex issues that the Great Powers had to resolve. In doing so, however, I am not asserting that there existed some one primary cause that explains every decision made throughout the period. Rather, it is an attempt to underscore the strategic imperatives of the territorial distribution.

<sup>101</sup>Cited in Webster, *Castlereagh, 1815-1822*, p. 384. See Rendall, *Op. Cit.* for an in-depth look at the policies pursued by the various participants.

<sup>102</sup>Schroeder, *The Transformation*, pp. 617-19, and Kissinger, *A World Restored*, pp. 287-89. Austria threatened to withhold moral support and Britain threatened to remain neutral, not exactly the best way to go about coercing the Russians. Later on, the Great Powers even refused to meet with the Greek representative in Verona in 1824 and declared the uprising a “rash and criminal enterprise,” cited in Chapman, *Op. Cit.*, p. 73. See Rendall, *Between Power and Preferences* for an internal memorandum to Nicholas I detailing why Alexander chose to exercise restraint.

Akkerman, securing for herself advantages in the Caucasus and the Danubian Principalities.

The British had already begun damage control earlier with the Petersburg Protocol of April 4. They had agreed, out of fear that Russia would act unilaterally, to cooperate in seeking autonomy for Greece. Now they intensified their attempt to remove any pretext for further expansion of Russian influence. The Treaty of London, signed by Britain, France, and Russia in July 1827, provided for an autonomous vassal state in Greece and the imposition of the armistice should the two Balkan parties fail to agree to the terms.<sup>103</sup> The allied fleet despatched to enforce the latter provision ended up sinking the Turko-Egyptian fleet at Navarino, an unfortunate event that was the result of confusion, not deliberate planning. The incensed Mahmud declared *jihad* against Russia, which responded by going to war with Turkey on April 26, 1828. Although the Russian victory was not immediate, the Sultan was forced to accept the Treaty of Adrianople in September of 1829. Article X made clear that this constituted an “adhesion to the stipulations of Treaty concluded at London.”<sup>104</sup>

The eventual solution was to create an independent Greek state and install a ruler who was not a member of any of the ruling families of the London signatories. The three Powers also agreed to forego unilateral intervention in newly established Greece.<sup>105</sup> Thus, Britain, France, and Russia managed an external development that threatened to alter the set of interlocking interests. When it became clear that the Ottoman Empire was unable to restore the stability in the region, which was a source of temptation for Russia, the Great Powers imposed a solution that preserved the features of the system. Russia exercised moderation not because she was afraid of some counter-coalition but because she clearly recognized that even a victorious war against the Ottoman Empire would inevitably lead to the collapse of the prized European system with which she was satisfied.<sup>106</sup>

The settlement of the Belgian question is very similar in that respect. Spurred by the July Revolution in France and resentful of King William’s heavy-handed treatment, the Belgians revolted and proclaimed independence in October of 1830. The Great Powers realized that the union of Belgium and Holland had failed to result in a “perfect and complete amalgamation,” and therefore contrived a solution, which would permit their separation but preserve the system of incentives. It was not easy: On one hand, the revolt provided temptations for both France (in support of the Belgians) and Prussia (in support of the Dutch). On the other, the British preferred a strong Dutch state and were naturally suspicious that the Belgians might gravitate toward France. However, they were not going to tolerate an expansion of Prussia, and would have aligned with France if the two fought. To top it all off, Tsar Nicholas regarded the revolt as an illegitimate attempt to deprive a fellow sovereign of his possessions, and mobilized troops to quell the rebellion. The territorial arrangement in the Low Countries created a particularly intricate pattern of interlocking interests that illustrates both deterrence and cooperation.

Initially, the Russians seemed keen on implementing their threat, but they could not reach the

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<sup>103</sup>Significantly, the Great Powers agreed not to “seek, in these arrangements, any augmentation of territory, any exclusive influence, or any commercial advantage.” Text of the treaty and the additional article which contains the ultimatum are in René Albrecht-Carrié (ed.), *The Concert of Europe* (New York: Walker & Company, 1968), pp. 107-10.

<sup>104</sup>Hertslet, *Op. Cit.*, pp. 820-21.

<sup>105</sup>Paragraph 8 of the Protocol No. 1 of the London Conference, February 3, 1830. Full text reprinted in Albrecht-Carrié, *The Concert of Europe*, pp. 115-19.

<sup>106</sup>Rendall, *Op. Cit.*, pp. 84-85, Rendall, *Between Power and Preferences*, Schroeder, *The Transformation*, pp. 658-59.

territory without marching through Prussia, and this made King Frederick William III's support necessary. Prussia had direct interest in preventing the independence of Belgium, and could have used the occasion to begin a war for national unification. (Bismarck later charged that she had missed that chance in 1830.) Prussia, however, not only did not seize the opportunity, but prevented Russia from sending the troops already mobilized, and then acquiesced to the separation of Belgium along with a French intervention to ensure it.

Prussia decided against expansionism because France had warned that it would resist an intervention, the threat was believed credible, and Prussia was not willing to fight without the support of the other powers. Of these, only the Russians seemed eager, but even they got distracted soon by the Warsaw insurrection in late November. With the Russians busy putting down the coup of the nationalist Polish cadets, no political will was left for a military intervention in support of The Hague. Prussia preferred the status quo to a war with France, and resolved that she would cooperate with the other great powers to solve the problem. Here is a clear instance of how the interlocking interests provided for a credible threat that deterred potential revisionism by Prussia.<sup>107</sup>

France also could have profited from expansion into Belgium but its "government knew that any attempt to annex a major part of Belgium would mean war with all of Europe."<sup>108</sup> Further, Louis-Philippe, having recently come to power under inauspicious circumstances, was anxious to demonstrate restraint. The new king had tried to assure the European powers that the July Revolution would not export unrest and that the fall of Charles X did not mean repudiation of France's existing obligations. As soon as the new regime disavowed any designs on the Rhineland, Prussia moved to recognize it. Britain followed suit: Wellington did not much care about joining the reactionary Russians and Austrians in suppressing liberal movements, not over something that did not present the system with an imminent threat. Tsar Nicholas, who had previously broken diplomatic relations with Paris, relented eventually as well. Metternich, however, was not convinced. When he failed to stir up active opposition to the July monarchy, he threatened that Austria would go to war if France attempted to foment revolutions elsewhere, especially in Italy. The French advocated non-intervention, but when the Austrian troops invaded Parma and Modena, Louis-Philippe had to acquiesce to an embarrassing diplomatic defeat and was forced to dismiss his cabinet. Consequently, the French threw their weight behind a great power mediation, and Louis-Philippe brushed aside a Belgian proposal to put his second son on their throne.<sup>109</sup>

With potential revisionist attempts by France and Prussia deflected by credible threats to oppose them, the five Powers met in London and resolved on a *de facto* separation of Belgium from the

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<sup>107</sup>As the French ambassador reported in 1832, "[at the Prussian Cabinet], all the advantages derived from the *status quo* are fully appreciated and will not be forfeited." Cited by Rendall, *Between Power and Preferences*, who also notes the important influence of domestic politics but still makes a strong case for deterrence. At any rate, it is not clear just how committed to war over Belgium the Russians were. The Tsar's main grievance was really about Louis-Philippe's July Monarchy. For the Russian designs and the consequences of the Polish revolt, see Clive H. Church, *Europe in 1830: Revolution and Political Change* (London: George Allen & Unwin, 1983) and H. A. C. Collingham, *The July Monarchy: A Political History of France, 1830-1848* (London: Longman, 1988). This can only have made the Prussians more careful.

<sup>108</sup>Schroeder, *The Transformation*, p. 677. Bullen, *Op. Cit.*, p. 140 also notes Talleyrand's expectation that a French unilateral action in Belgium would precipitate a war with the other powers.

<sup>109</sup>Church, *Europe in 1830*, pp. 35,42-51; Collingham, *The July Monarchy*, pp. 186-98.

Netherlands. The conference sent a collective ultimatum to the King on January 9, 1831, and then to the Belgians.<sup>110</sup> The heretofore recalcitrant Belgians, no doubt forewarned by the crushing of the Polish and Italian revolts, cooperated and, after some more wrangling over terms, elected Leopold of Saxe-Coburg as king in July. However, William did not accept the proposed compromise. In August, The Dutch launched a surprise attack in the south, whereupon the French intervened to drive them out. France claimed that there was no time for an additional consultation with the other powers. Even though the Great Powers were wary of French presence in Belgium, they authorized the French intervention conditional on her withdrawing when the task was accomplished. When the Dutch retreated, France followed suit soon thereafter. It is worth noting that the French did attempt to use their success for a small territorial adjustment but gave up very quickly when the British opposed it, settling instead for the demolition of several border forts.<sup>111</sup>

The Treaty of London established an independent Belgian state, under perpetual neutrality (and hence a loss to both French and German influence). The Dutch, however, still refused to relinquish Antwerp, and in October 1832, France invaded Holland again, this time assisted by a British blockade of Dutch ports. Three days after the Dutch surrender, the French forces marched home. Although it took William five more years to resign himself to losing part of his kingdom, the “mediation” of the Great Powers managed the emergence of a new state in a way that left the essential features of the system unchanged. Belgium’s neutrality was as much a check on France, as the united Netherlands, and her position was cemented by the guarantee of all the Great Powers.

These episodes illustrate the success of Great Power cooperation both in terms of finding mutually satisfactory solutions and preventing opportunistic behavior. First, armed interventions demonstrated the credibility of enforcement. In Belgium, possible Prussian ambitions were checked by an Anglo-French threat, whereas French expansionism itself was checked by the unified opposition of the four other powers. In Greece, Russia was willing to forego some advantages in the Near East in order to preserve the system it was benefitting from. Even so, her willingness to do so had its limits, and when Nicholas demonstrated that, the British hastened to meet most of Russian demands. Second, the Great Powers imposed their solutions by force, and the weaker states had to submit to their judgment. Thus, despite the change in border demarcations, the system of incentives remained essentially the same and the equilibrium remained. It must be emphasized that despite appearances, these incidents did not involve collective security by all Great Powers, but rather more or less unilateral actions by one or two of them, whose interests were most directly affected and who had the capability to do something about it. Third, in both cases a combination of states recognized that the destabilizing effect of nationalism was to tempt one of their kind to take unilateral action with potentially devastating consequences for the system. The result was to animate them into action to preserve it. It is instructive to note that both Russia and France did prefer to acquiesce to such a solution even if it did not go nearly as far as their short-term interests demanded.

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<sup>110</sup>Documents 11 and 12 in Albrecht-Carrié, *The Concert of Europe*, pp. 70-9. It is again significant to note that the Great Powers specifically committed “not to seek in the arrangements relative to Belgium, under whatever circumstances that may present themselves, any augmentation of territory, any exclusive influence,—any isolated advantages,” Article V of Protocol 11 of the Conference. Protocol 19 also stated that “Treaties do not lose their force, whatever changes may take place in the internal organization of nations.” Texts reprinted in *Idem*, pp. 67-76.

<sup>111</sup>Collingham, *The July Monarchy*, p. 192.

## DETERRENCE OF REVISIONISM: FRANCE AND PRUSSIA

The two powers that could potentially benefit from a change in the Vienna settlement were France generally and Prussia in Germany. Although neither one openly defied the others, both probed the validity of their expectations about the credibility of enforcement threats. According to this interpretation, one would expect these states to exhibit a pattern of cooperative behavior, with periodic tests of their beliefs at the periphery.

France was anxious to affirm its commitment to the Vienna system despite rhetoric that denounced it. She did not intervene unilaterally in Spain after the revolt in 1820 but instead patiently waited for the sanction of the other Great Powers, which did not come until two years later in Verona. When the revolution of 1830 brought the “citizen king” to the throne, Louis-Philippe was quick to affirm his allegiance to the territorial system and used the Belgian Secession to prove it. In both interventions France carried out the mandate of the other Great Powers to the letter. When the Parisian revolution of 1848 resulted in the proclamation of the Second Republic and France abrogated the existing treaties, the three Eastern Courts mobilized to deal with any possible spillover. None was forthcoming, however, as first the revolutionaries, and then the new president Louis Napoleon upheld the territorial division. Even as France rebuilt her army after the occupational forces withdrew in 1818, the four members of the victorious coalition maintained a vigilant look: “The greater part of the Austrian army was in northern Italy, the bulk of the Prussian army was on the Rhine. The Russians were ready to move troops into central Europe in the event of a French attack on the Rhine and British naval plans for war only envisaged conflict with France.”<sup>112</sup>

Still, the pattern of cooperation did exhibit probing behavior, with the most notable example occasioned by the Turko-Egyptian crisis in 1839. The machinations of Thiers had pitted France (in support of her protege, Mehemet Ali) against the four allies (in support of the Turkish sultan).<sup>113</sup> Some, like Tocqueville, did not believe that Russia and Britain would risk war; and a sizeable public opinion clamored for increasing French influence in Syria. The miserable performance of the Sultan’s army in the summer energized the French government while hardening British opposition to Mehemet Ali. Thiers, although fearful of war, believed that France could benefit from risking it and correspondingly pursued an aggressive foreign policy, rejecting both British and Austrian proposals for a compromise. France, who had to rely on cordial relations with Britain, now found herself facing a gradually coalescing Anglo-Russian block, to which Austria and Prussia hastened to lend their support. On July 15, 1840, the Four Powers revived the Quadruple Alliance and signed a Convention against France and Egypt, imposing their solution—hereditary pashalic in Egypt and Acre for his lifetime—on Mehemet Ali. Two days later, Palmerston informed the French ambassador of the London Convention’s ultimatum, insultingly expressing regret that France had

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<sup>112</sup>Bullen, *Op. Cit.*, p. 131. He further notes (p. 140) how fears of Austrian intervention (along with the inevitable Prussian and Russian assistance) made France especially cautious in northern Italy. Also see Taylor, *The Struggle for Mastery*, p. 3. The Prussian army on the Rhine was an especially effective deterrent, as evidenced by Polignac’s 1828 arguments that France should reconcile to its permanent loss.

<sup>113</sup>See Collingham, *The July Monarchy*, pp. 222-38 for a fuller account of the Syrian crisis from the French perspective, Charles K. Webster, *The Foreign Policy of Palmerston, 1830-1841* (New York: Humanities Press, 1969), Ch. VIII for the British side, and Rendall, *Op. Cit.* for the sources of the Russian policy.



not been invited to join it. The July note called the French bluff, and in this signified her expulsion from the Concert.<sup>114</sup>

The news caused an explosion in France, complete with calls to arms against absolutism in Europe, invasions of Italy and the Rhineland, and much venom against England. In late July, the monarchy mobilized close to half a million soldiers, and authorized funds for the navy. Guizot floated two proposals to the British, one for a joint five-power guarantee of the status quo, and another for a French mediation between Mehemet Ali and the signatories of the London Convention. Palmerston, who did not believe France was ready to fight, was unimpressed.<sup>115</sup> When Anglo-Austrian forces entered the Syrian rebellion in September, the pressure for war in France increased. At this point, Louis-Philippe declared himself in total opposition of it.<sup>116</sup> Thiers appeared to relent and on October 8 drew up a note, moderate in tone, that signaled French willingness to back down on the Syrian question.<sup>117</sup> Thiers continued to believe that the French mobilization and the threat it represented to Austria (in Italy) and Prussia (on the Rhine) could be used to extract concessions, but his risky brinkmanship only increased his political isolation. In late October, the King forced his resignation and installed the anglophile Guizot. As Collingham concludes, “Louis-Philippe was prepared to accept humiliation when he saw that the bluff had failed” (p. 235). From this point, the war scare receded as France tacitly accepted the London solution even while refusing to become a formal party to it. On November 27, Mehemet Ali, his forces defeated, accepted hereditary rule of Egypt and abandoned his claims to Syria. In July 1841, France signed the Straits Convention and was re-admitted to the Concert. Although the refusal to accede to the now-superseded London Convention allowed France to claim success, the terms of the new agreement could not disguise the unmitigated disaster of her 1840 policies. The affair demonstrated that the Quadruple Alliance was a credible threat even after twenty-five years, and even after the allies were split on many other issues.

I have already noted how the French threat deterred Prussia from intervening in Belgium in 1830. Prussia, having been wedged between France and Russia, was in no position to challenge the system until either one of the flanking threats ceased to exist. She therefore concentrated on internal matters and her role in the German Confederation, where she cooperated with Austria in suppressing liberal movements.<sup>118</sup> The “subterranean struggle” for leadership in Germany provided an opportunity to test the Austrian threat in 1848, when the Frankfurt Parliament proposed a federal German state

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<sup>114</sup>Schroeder, *The Transformation*, pp. 743-44.

<sup>115</sup>Webster, *Palmerston*, pp. 699-70.

<sup>116</sup>“Nothing in the world will force me into it; I would abdicate a thousand times rather than consent to it.” Cited in Collingham, *The July Monarchy*, p. 233. See also Rendall, *Between Power and Preferences* on the disagreements between Thiers and the King. As Schroeder, *The Transformation*, p. 746 notes, the army was also timorous for it knew it stood no chance against Russia.

<sup>117</sup>The note specifically renounced seeking any advantages through the Oriental affair and affirmed the desire not to provoke the other powers. Text in Albrecht-Carrié, *The Concert of Europe*, p. 142.

<sup>118</sup>Frederick B. Artz, *Reaction and Revolution, 1814–1832* (New York: Harper & Row, 1934), pp. 136-42. In 1818, Friedrich von Gentz provided a very thoughtful analysis of the political situation in post-1815 Europe, and much of his conclusions were borne out by history. Among his insights was the recognition that Austro-Prussian cooperation was essential for the stability of the system. The text is reprinted in Mack Walker (ed.), *Metternich's Europe* (New York: Walker & Company, 1968), pp. 71-84.

that excluded non-German parts of Austria. This meant that leadership would naturally devolve to Prussia, but Frederick William IV was unwilling to risk an open confrontation with Austria and declined.<sup>119</sup> He, however, decided to verify the validity of his expectations and called for an assembly at Erfurt that was to consider the creation of vast Central European state. A small incident in Hesse-Cassel led to the mobilization of the Prussian and Austrian forces, and an ultimatum issued by Schwarzenberg. The “humiliation of Olmütz” established the credibility of the Austrian threat and Prussia backed down.

These episodes illustrate the success of deterrence both in terms of cooperative behavior of potentially revisionist states and in the mechanism that sustained this cooperation. The territorial settlement had left a cordon of medium states around France arrayed such that French encroachment would necessarily affect some combination of other powers. Prussia had also found herself in position where she could not effect a revision of the status quo. Therefore, both powers participated in the Vienna system but also tested the credibility of the threat that sustained their behavior. The Concert was self-enforcing because it was in the interest of the other Great Powers to respond to deviations, which supported the equilibrium.

#### COORDINATION AND INFORMATION: TROPPAU-LAIBACH AND VERONA

The Quadruple Alliance had a definite and well-established role in the workings of the Concert in that it embodied the specifics of the enforcement threat against French *revanche*. The Holy Alliance was another matter—conceived by Alexander as the means of extending his influence in European affairs, it was either derided by opponents or resented by those who had to accede to it. The Holy Alliance could be conveniently invoked as circumstances required, but it did not create an obligation by any party to apply it literally.<sup>120</sup> Metternich dismissed it saying that the “Holy Alliance [...] never played a role in any issue [...] for the simple reason that what is in reality nothing can produce only nothing.”<sup>121</sup> The Alliance, however, worked in tandem with the Troppau Protocol, which authorized intervention in any state, where revolution had overthrown the government and where such development could be construed as threatening the stability of the system.

The Protocol was signed by the three Eastern Courts, and although France did not agree to it formally, she soon acted in its spirit in Spain. The British took a dim view of the general principle but did not oppose Austrian intervention in Naples, which they regarded as her domain.<sup>122</sup> As Metternich remarked, “the political order of things established in 1815 has made Austria the

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<sup>119</sup>William L. Langer, *Political and Social Upheaval, 1832–1852* (New York: Harper & Row, 1969), pp. 410-20.

<sup>120</sup>Castlereagh called the original “a piece of sublime mysticism and nonsense” but was sufficiently alarmed at the Russian proposal for *Alliance Solidaire*, unveiled at Aix-la-Chapelle, which he regarded as an attempt to give teeth to the innocuous treaty. France also acceded to the Holy Alliance, as did all other states except Britain, on constitutional grounds, and the Papal States, the Pope presumably in no need to proclaim adherence to Christian norms in a corporeal document (the Sultan was, of course, a heathen).

<sup>121</sup>Cited in Elrod, *Op. Cit.*, fn. 35. Taylor, *The Struggle for Mastery*, p. 57 also noted that “once the Eastern Question was raised, the Holy Alliance was a ghost, no more.”

<sup>122</sup>This position is well expressed in the Circular Despatch to British Missions at Foreign Courts, January 19, 1821. The text, reprinted in Hertslet, *Op. Cit.*, pp. 664-66, contains a *de facto* sanction of Austrian intervention provided that she gives assurance that such action would not be directed

natural warder and protector of public peace in Italy.<sup>123</sup> Castlereagh also viewed Austrian reasons for acting in Italy as legitimate but drew an important distinction between Naples and Spain.<sup>124</sup> In any case, Austria was free to intervene and restore the monarch of Naples in 1820, crush the insurrections in Modena, Parma, and the Papal States in the 1830s, or defeat Piedmont in 1848, all ostensibly under the sanction of the other powers. It is telling that in these interventions, she followed the mandate and withdrew as soon as the restoration of order was accomplished.

The Troppau-Laibach conferences established the general principle that Great Powers could intervene within their own spheres of influence to maintain order as they saw fit. This was a far cry from Alexander's designs, which envisioned a system of collective security doubtless under Russian tutelage. Castlereagh's objections, however, had to do with the agency of European mandate, which in Spain would naturally devolve to France. His successor Canning extended nonintervention to sanction British intervention in Portugal, where "all Europe recognized Britain's special interests," to support the government against Spain and to prevent an appeal to the Troppau powers<sup>125</sup>. Thus, nonintervention was a vague concept and just as elastic, as intervention. Eventually, the Verona conference sanctioned France to restore the Bourbon king to the throne of Spain.<sup>126</sup>

It is useful to think of the conferences as being coordination devices, such that the interested Great Powers could devise solutions and find ways of implementing them. The Congresses also were an opportunity for the Powers to send a signal to potential challengers, although in that they were far less successful. Even though the meetings under the stipulations of Article VI of the Quadruple (and later Quintuple) Alliance ended with Verona, the practice of deciding common issues at conferences continued. Neither the presence nor the agreement of every Great Power were necessary conditions for the operation of these meetings. The participants nevertheless made sure that those not present were well-informed of the intent, measures, and implementation. As Lindley concludes, the Concert did increase transparency, although "the effect was often to facilitate coercive bargaining... transparency... helped realpolitik lead to peaceful outcomes."<sup>127</sup> Despite their salutary effects, the conferences did not quite produce the levels of transparency or their normative impact required by Jervis' interpretation.<sup>128</sup> It is also instructive to note that in every treaty that resulted in territorial adjustment or foreign intervention, the signatories renounced any attempt at territorial aggrandizement and affirmed that the essential features of the system would remain unaltered.<sup>129</sup>

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"to purposes of aggrandisement subversive of the Territorial System of Europe, as established by the late Treaties."

<sup>123</sup>Cited in E. Lipson, *Europe in the Nineteenth Century* (London: A. & C. Black, Ltd., 1916), p. 166.

<sup>124</sup>See the report by Prince Lieven, Russian ambassador in London, of an interview with Castlereagh; reprinted in Walker, *Op. Cit.*, pp. 132-6.

<sup>125</sup>Webster, *Castlereagh, 1812-1815*, pp. 247-49.

<sup>126</sup>Britain had fought the War of Spanish Succession (1702-13) precisely to prevent the union of France and Spain under Bourbon rule. No such threat existed in 1823, as Canning noted in his famous speech on December 12, 1826 Walker, *Op. Cit.*, 139-43..

<sup>127</sup>Lindley, *Avoiding Tragedy*, pp. 223-24.

<sup>128</sup>Jervis, *A Political Science Perspective*, p. 721.

<sup>129</sup>See fn. 103 and fn. 110. The Troppau Protocol also had a similar assertion.

## DEMISE OF THE CONCERT: THE CRIMEAN WAR

The gravest defect of the Vienna system was that it needed Russia more than she needed it. Satisfaction with the existing distribution of benefits goes a long way in explaining the Russian restraint during the period. Russia was stronger than any other continental state, and perhaps any two of them combined.<sup>130</sup> Russian interest in territories in the West was satisfied with the acquisition of Poland, which itself proved most troublesome. The general weakness of Austria and Prussia also meant that these two Powers had to depend on Russian support if they were to curb French aspirations or, in the Austrian case, restless nationalists. This naturally gave the Tsar much influence in German territories. Russia was also mostly content to keep the Ottoman Empire going and prevent the conflict that a disintegration of the “sick man” would inevitably cause. Although the Tsars consistently believed that Russia had a rightful place in the Concert system, participation in European affairs was contingent on Russia having a voice in them. Because no development in the West could really threaten Russia, it is not surprising that when the other powers defeated her in the limited Crimean War, she turned her back on Europe.

Much of the credibility of commitments to the settlement, however, rested on Russian participation. With British withdrawal from continental affairs, Austria depended more than ever on Russian assistance, as the 1848 Hungarian revolt demonstrated.<sup>131</sup> French ambitions were also checked mostly by the Anglo-Russian common front. With Russia absent, France could challenge the system openly, which she did in 1859 with a war on Austria in Italy. Prussian restraint was also conditional on Russian presence—once the Eastern threat was gone, Prussia could concentrate either in the Rhineland against France, or in Germany against Austria (she did both).

Since France could not challenge the Concert in Europe (as the recent Belgian case had demonstrated), Napoleon III resolved to wreck the system by undermining the Russian desire to support it that was so essential for its maintenance. The Near East question afforded a seemingly perfect opportunity: the Ottoman territories had not been part of the Vienna system (and so, up for grabs, so to speak); Prussia had no interests there; Austria could be counted upon to at the very least not actively oppose France and Britain because of her interests in keeping the Danubian Principalities out of Russian control; and Britain, which was becoming increasingly nervous and agitated about Russian expansion close to its vital interests in the East, could be relied on for active support. If

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<sup>130</sup>As Gentz observed about the Emperor, “Whatever he dreams of at night he can carry out in the morning.” As I noted before (fn. 118), Friedrich von Gentz was remarkably perceptive—he also predicted that if Russia was the aggressor in a war against the Porte, “the present European system would move inevitably toward catastrophe.” His analysis is reprinted in Walker, *Op. Cit.*, pp. 74-80.

<sup>131</sup>Russia intervened in Transylvania at the behest of the Austrian government, which had trouble dealing with the Hungarians, who had proclaimed a republic. The Russians withdrew after defeating the Hungarians in accordance with their agreement with the Austrians (Albrecht-Carrié, *A Diplomatic History*, pp. 71-5). It must be noted that British withdrawal should not be taken to imply that Britain had been practicing some sort of balancing on the continent before that. As Schroeder persuasively argues, there was never any British balancing in Europe to begin with: “More than once in the nineteenth century, continental statesmen had to exert themselves strenuously to save the balance from British attempts to maintain it.” Paul W. Schroeder, *Austria, Great Britain, and the Crimean War: The Destruction of the European Concert* (Ithaca: Cornell University Press, 1972), pp. 401-03.

Russian attention could be redirected away from European affairs, then perhaps France would have a chance to regain its traditional position. Thus, a seemingly minor conflict over championship of Christian rights in the Ottoman Empire could escalate into full-scale war between the Great Powers.

The event that precipitated the disintegration of the Concert was the Crimean War, a conflict that has been called both useless and unnecessary.<sup>132</sup> Nicholas II may have overestimated his ability to act with impunity in the Near East. The War of 1828 may have given him the impression that Russia was free to intervene in the Ottoman Empire. The isolation of France after her behavior in 1838 may have convinced him that she would not dare to assert her preferences. His assistance to Austria in 1848 may have led him to believe that she would support him. Whatever the reason, when Russian troops invaded Turkey in July of 1853, it was in response to the Sultan rebuffing the olive branch of the Vienna Note. The note was concocted by the four “neutral” states, two of which (Britain and France) actively worked to undermine its intent. Austria’s behavior during the war was short-sighted and narrow-minded: She succeeded in antagonizing both sides by refusing to side militarily with the Western Powers and at the same time expelling the Russians from the Danubian Principalities. When the dust settled, Austria was left to fend for herself in Germany, Italy, and the Balkans; something which the decaying Empire could scarcely afford.

This abandonment of European affairs by Russia was not a matter of simple pique over being mistreated by her erstwhile partners. Despite seeming leniency of the Paris terms, Alexander II (who had acceded to the Russian throne after the death of Nicholas on March 2, 1855) had been forced to swallow a bitter pill. The neutralization of the Black Sea was particularly harsh, and it undermined Russia’s status as a Great Power in the region. The Emperor had to end the war because his armies’ miserable performance in it had exposed the perilous strain under which the Russian economy was toiling, which in turn threatened to reveal the weakness of the tsarist regime. Alexander II had domestic problems to attend to and the defeat instigated sweeping reforms, military and economic, designed to lift the country out of its backwardness.<sup>133</sup> It would take close to two decades for these to bear fruit, time during which Russia would concentrate on internal issues. Hence, one natural consequence of losing the Crimean War was that Russia would pay much less attention to developments in Europe that could not directly hurt her anyway.

But there was more: Russia was not only “distracted” by her defeat, she actively turned revisionist because the humiliating Near East settlement could not be allowed to stand.<sup>134</sup> Instead of supporting Austria and Prussia to frustrate the French, the Russians would now cooperate with Napoleon in overturning the system that was no longer acceptable to them too.<sup>135</sup> Indeed, as soon as France and Prussia were locked into the contest that would end in the war of 1870, Russia repudiated the Black Sea clauses of the Paris Treaty. Eight years later, the reforms allowed her to wage (and win) a major war with the Ottoman Empire.

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<sup>132</sup>Useless because it did not halt Russian expansion or eliminate her capacity for aggression. Unnecessary because it accomplished nothing that could not have been achieved by diplomatic means. The monograph by Norman Rich, *Why the Crimean War? A Cautionary Tale* (Hanover: University Press of New England, 1985) is an even-handed description of the diplomatic history of the war. Schroeder, *Op. Cit.* provides an account that is highly critical of Britain but that also calls Austria’s policy “the most hateful thing of all” (p. 416).

<sup>133</sup>Rich, *Op. Cit.*, p. 206.

<sup>134</sup>Bridge and Bullen, *Op. Cit.*, pp. 83-87.

<sup>135</sup>Schroeder, *Op. Cit.*, Ch. XVI, Rich, *Op. Cit.*, pp. 201-07.

Perhaps the best illustration of the grave consequences of the Russian defeat in the Crimean War is provided by the two crises arising out of the Schleswig-Holstein question, the first in 1848-51, and the second in 1864.<sup>136</sup> The two cases appear almost identical. Both crises were precipitated by Danish efforts to secure the duchy of Schleswig through the promulgation of a new constitution. In both cases the duchies appealed to the German Confederation and rose in revolt, aided by Prussia. In the settlement of 1851, the Danes promised not to incorporate Schleswig, and in return Austria and Prussia abandoned the pro-German claims of the Schleswig-Holstein party.

The important difference, however, is the credibility of the Russian threat. In the crisis of 1848 Russia, backed by Britain and France, warned Prussia against invasion of Denmark, and compelled King Frederick William IV to seek an armistice with the Danes even without the authorization of the Frankfurt Parliament. A decade later, however, this restraining threat was gone, and in 1864 Prussia combined with Austria to drive the Danes out of Schleswig.

With the withdrawal of Russia from active participation in the Concert, an essential element that ensured the credibility of commitments disappeared. France had wrecked the Quadruple Alliance, and Austria—the Holy Alliance, thus damaging the enforcement mechanism beyond repair. Ironically, “it was not France but Sardinia and Prussia, which were to harvest the fruits of his Crimean victory, and with disastrous consequences for France.”<sup>137</sup> In 1859, France assisted Cavour in Sardinia’s war with Austria. Although Napoleon III defected when he realized that the rapid military collapse of Austria would unleash forces that would take the Italian Question out of his control, the days to the Unification were numbered.<sup>138</sup> The most significant challenge, however, came from Prussia. The two brief but fateful wars against Austria in 1866 and France herself in 1871, and the subsequent emergence of a unified German state altered the territorial distribution irrevocably.

## CONCLUSION

It is the central thesis of this article that the Concert of Europe was an equilibrium, where the cooperative behavior of its principal members (the Great Powers) was sustained with incentives created by the territorial settlement they designed at Vienna. To the extent that the Powers could credibly commit to upholding the system and preserve these interlocking interests, the equilibrium was self-enforcing. I have shown how the innovations at the Congress of Vienna altered the incentives of the Great Powers such that their actions, which had caused much conflict during the eighteenth century, produced peace and stability during the first half of the nineteenth century.

In lieu of enumerating all the main points again, I turn to policy implications that one might discern from an analysis grounded in self-enforcing equilibrium behavior. The main conclusion is somewhat pessimistic: A stable and peaceful international system like the one created at Vienna in 1815 should be very rare, and quite unlikely to emerge. There are several reasons for this. First, it requires a major war whose aftermath would provide the opportunity for the victorious states to

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<sup>136</sup>For details about the complicated problem with the duchies and their relationship to Denmark, Germany, and between themselves, see Lawrence D. Steefel, *The Schleswig-Holstein Question* (Cambridge: Harvard University Press, 1932), whose account is particularly strong in the second phase of the question, and William Carr, *Schleswig-Holstein, 1815-48: A Study in National Conflict* (Manchester: Manchester University Press, 1963), who concentrates on the first phase.

<sup>137</sup>Rich, *Op. Cit.*, p. 206.

<sup>138</sup>Lipson, *Op. Cit.*. 178-79.

rearrange the territorial distribution such that it creates the set of interlocking spheres of influence. Since no state would willingly consent to have its possessions partitioned, the military defeat of at least one major power appears to be a necessary requirement for the emergence of such a system.

Second, compared to the preceding centuries, territory is no longer the *sine qua non* of national power. Although one must not belittle the possession of land and resources, the quality of a nation's population (in terms of education, for example), its governing institutions (that can channel the people's creative energies more or less successfully), and the new strategic imperatives created by modern military technology (not just nuclear weapons, but also long-range bombers, for example), all delegate the possession of land to a much lower rank as a determinant of national strength. This implies that a system based on a territorial distribution is unlikely to reflect the benefits its various members enjoy, and the vulnerabilities they must contend with to the extent that it could barely a century ago. Still, that does not imply that territory is irrelevant, and since border adjustments may be necessary, the U.N. Charter that forbids such changes through the use of force could prove quite a hindrance.

Another lesson, which is especially relevant when one considers the fate of the League of Nations and the failure of the U.N. Security Council to restrain America before the recent war in Iraq, is that powerful states will not relinquish their special interests for the common good as defined by the rest. The Concert of Europe worked not because its second-tier members (like the German states and France) could deter Russia or Britain by balancing against either one of them, but because the two most powerful states were satisfied and had more to lose than to gain by undermining that beneficial arrangement.

This further points to two essential features of the Vienna system. First, the settlement must reflect the goals of the most powerful states to ensure their support of the subsequent arrangement. In practice, this means one of two things. Either they will tend to get most of what they demand, certainly with respect to interests they consider important, during negotiations (like Russia did with Poland). Or they will manage to exclude preferential features of the status quo from discussion altogether (like Britain did). Although the rest would have to accommodate these basic demands, they can then use these states as champions of their respective interests. Once satisfied, the powerful are likely to be much more attentive, and skillful diplomats could turn that to their advantage, much like Metternich and Talleyrand did at the Congress. The post World War II settlement provides a telling analogy. The Soviets acquired the protective belt of Eastern European states they desired along with the imposition of their social system on these satellites. At the same time, the Americans retained a free hand in their affairs with Japan, to the exclusion of the USSR despite the latter's entry in the Pacific War.

Second, since the creation of the system requires the military defeat of at least one major power, subsequent stability requires the integration of that state into the system. Assimilation would not automatically make a satisfied member from a previously revisionist one. Indeed, given its bargaining weakness, the loser will have to settle for much less than its ambitions demand. However, just like a Carthaginian peace is likely to be unattainable, a punitive one will be unwise. The defeated power must find the system beneficial enough so that the expected gain of overturning it by force would not tempt it into revanchism. Since it will not be politically possible to satisfy all of its requirements, the new system would have to be able to deter future attempts at piecemeal adjustments. This means not only providing for an acceptable status quo but also ensuring that the defeated state knows that it has lost the fight for good, and that resorting to military means will not do it any good in the foreseeable future. The failure of the Versailles Treaty in both respects is illustrative: it pro-

vided neither for the satisfaction of Germany nor for the proper deterrent to its resulting grievances. Periodic probing behavior is to be expected, but it will not lead to the collapse of the arrangement if it is vigorously resisted.<sup>139</sup>

This brings me to the final implication. Despite the Concert often being called a collective security system, it was nothing of the sort. The commitment to uphold the Concert was credible precisely because it did not require all major powers to respond in concert to a threat. Instead, it relied on an *ad hoc* enforcement whereby “the offending State [was] brought to reason by such of the injured States as [at the moment thought] fit to charge themselves with the task of defending their own rights.” This enforcement mechanism designed to deter revisionism worked in tandem with the provision of benefits that would simultaneously satisfy the most powerful and undermine the incentives of the weaker to challenge the system by offering them a palatable status quo. The system was dependent on the territorial distribution and the commitment of the satisfied states. As such, it was necessarily conservative, and could not survive either the dislocation occasioned by the drastic economic growth of a potential revisionist, or, as the collapse of the Concert demonstrates, the loss of the support of its most important member.

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<sup>139</sup>The demise of the Concert also highlights the limitation of any arrangement that excludes zones of potential conflict between its most powerful signatories. Although it is frequently impossible to bring in such considerations (for example, the Ottoman Empire could not be partitioned in 1815), one must at least recognize the potentially debilitating impact of a subsequent clash that may turn a pillar of the system into a revisionist.



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