

NEWS AND NOTES

PERSONAL AND MISCELLANEOUS

EDITED BY FREDERIC A. OGG

University of Wisconsin

Professor W. W. Willoughby, of the Johns Hopkins University, has been on leave of absence, assisting the Chinese government in the preparation of its case before the Washington Conference on Far Eastern affairs.

Professor Clyde L. King, of the University of Pennsylvania, was engaged during the summer of 1921 as research expert for the joint congressional commission of agricultural inquiry. The report of the commission deals chiefly with the causes of agricultural depression.

The University of Michigan and the University of the Philippines have completed arrangements for an exchange of professors of political science. Maximo M. Kalaw, head of the department of political science in the latter institution, will give courses at Michigan during the academic year 1922-23, while Professor Ralston Hayden will do similar work at the University of the Philippines. Professor Hayden will leave for Manila in May, 1922. He will be away about fifteen months and expects to make a first-hand study of colonial government, not only in the Philippines, but also in the Japanese, French, Dutch, and British possessions. Professor Hayden will shortly publish a collection of the new European constitutions.

Professor H. E. Bolton, of the University of California, will take charge of Professor W. R. Shepherd's courses in Columbia University during the second semester. Professor Shepherd is on leave during the present year.

Professor Howard L. McBain, of Columbia University, has been appointed by Governor Miller a member of the commission for the revision of the New York City charter.

Dr. Julius Goebel, Jr., has been appointed lecturer in international law at Columbia University. He has taken over the courses formerly conducted by Mr. Henry F. Munro, now of Dalhousie University.

Dr. H. E. Yntema has been appointed lecturer in Roman law and comparative jurisprudence at Columbia University.

Professor Raymond G. Gettell, of Amherst College, will give courses in American government and foreign relations in the coming summer session of the University of California.

Dr. Charles H. Maxson, of the University of Pennsylvania, has been carrying on an investigation on unicameral legislation in the British-American provinces of Canada.

At the University of California, Dr. N. Wing Mah gives a course during the second semester on the contemporary politics and foreign relations of the Chinese republic. Next year Professor W. Popper will give a course on governments in the Near East, and Professor H. I. Priestley one on Hispanic-American institutions.

At an institute of efficiency in government, held at Chicago December 1-3 in conjunction with the first annual convention of the Illinois League of Women Voters, the laxness of men in voting was discussed by Professor Charles E. Merriam, of the University of Chicago; nominating processes, by Professor P. Orman Ray, of Northwestern University; and ballot forms and defects by Professors Ralston Hayden, of the University of Michigan, and A. R. Hatton, of Western Reserve University.

There has been established at Norwich University, within the department of political science, a bureau of municipal affairs which will hold itself ready to give assistance to the counties, cities, towns and villages of Vermont in the solution of problems peculiar to municipal corporations. The bureau will render this service in the following ways: (1) by giving information regarding community organization, town planning, and the administration of local government; (2) by publishing bulletins dealing with problems of government which are of current interest and distributing them to municipal officers, civic organizations, and libraries; (3) by encouraging the establishment of local town

reference bureaus; (4) by providing communities with speakers on governmental topics; (5) by holding local government conferences. The establishment of this bureau is a continuation of the work already done in this field by Norwich through the publication of the bulletins on poor relief and town planning. K. R. B. Flint, professor of political science, will be director of the bureau.

The National Convocation of Universities and Colleges on International Relations, including representatives of more than two hundred universities and colleges, met at Chicago, November 12, 13, and 14, 1921, to consider the problem of the limitation of armaments. As a result of this convocation, a permanent organization was formed, to be known as the National Student Committee for the Limitation of Armaments. Its purpose is to stimulate among college students an interest in the issues confronting the nations interested in the limitation of armaments; and to mobilize and make articulate student sentiment relative thereto. The movement had its inception at the Intercollegiate Conference on Reduction of Armaments called together at Princeton University on October 26. At this conference, delegates from thirty-nine colleges enthusiastically supported the project of reduction of armaments and advocated making a nation-wide appeal to college students. Among the resolutions adopted at the Chicago meeting is one of especial interest to teachers of political science. It was resolved that the "Convocation, aroused by the consideration of the great problems now under discussion at Washington, calls the attention of college and university officers and students to the necessity of providing more fully than do present courses of instruction in American educational institutions for an intelligent understanding of the problems of national and international life. To the end that present defects in these matters be corrected, it is urged that courses of instruction be provided which shall acquaint students in schools and colleges with the fundamental necessity of social coöperation and the disastrous consequences of the lack of international harmony and war."

Annual Meeting. The seventeenth annual meeting of the American Political Science Association was held at Pittsburgh, December 27-30, 1921. Eighty-six members registered, and the actual attendance may be estimated at somewhat more than one hundred. A number of members who would otherwise have been present were detained at Washington by duties connected with the Conference on the Limitation of Armaments. The American Economic Association, the American Sociological Society, the American Statistical Association, the American Association of Labor Legislation, the American Association of University Professors, and one or two smaller organizations were in session at Pittsburgh during the same week. Joint sessions were held with the Sociological Society and the Economic Association; and a smoker and buffet supper was tendered the members of all associations by the University of Pittsburgh and the Carnegie Institute of Technology. Arrangements for the meeting were very good; practically all persons on the program appeared; and it was generally felt that the meeting was one of the best in the history of the association.

The meeting opened on December 27 with a luncheon conference at which Professor W. B. Munro, of Harvard University, presented a report from the enlarged committee on instruction in political science created at the annual meeting of 1920. The report appears in full in the present issue of the *Review*. The report was discussed at some length by Professor Edgar Dawson of Hunter College, Professor Clyde L. King of the University of Pennsylvania, Professor B. F. Shambaugh of the University of Iowa, Dr. J. Lynn Barnard of the Pennsylvania Department of Public Instruction and others. As noted below, the association took steps to secure further consideration of the subject in coöperation with other organizations interested.

Two sessions were devoted to problems of state government. At the first, the principal address was given by Professor Charles E. Merriam, of the University of Chicago, on "Nominations and Primary Elections." At the second session on this general field, Professor John M. Mathews, of the University of Illinois, discussed the general principles which ought to be observed in reorganizing state administrative systems. This subject was discussed by several persons, including Professors Frank E. Horack of the University of Iowa, Frances W. Coker of Ohio State University, Arthur N. Holcombe of Harvard University, and John A. Fairlie of the University of Illinois.

At a joint session of the Political Science Association and the Sociological Society, Dr. Leo S. Rowe, president of the Political Science Association, spoke on "The Development of Democracy on the American Continent." Professor Edward C. Hayes, president of the Sociological Society, had as his subject "The Sociological Point of View."

At a luncheon conference on problems of college teaching of political science, Professor Raymond G. Gettell, of Amherst College, discussed the teaching of political science in colleges and explained methods in use in his institution; Professor Arnold B. Hall, of the University of Wisconsin, presented the results of a questionnaire on the teaching of constitutional law and discussed the policies and methods that should obtain in this branch of instruction; Professor J. S. Reeves, of the University of Michigan, described his method of teaching international law; and Mr. Frederick P. Gruenberg, director of the Philadelphia Bureau of Municipal Research, related the experiences of his institution with field work in the teaching of municipal government. His testimony was that field work for undergraduates has commonly been a failure, but that, on the other hand, it has usually been carried on very successfully and profitably by competent graduate students.

A session was given to the subject of centralization versus decentralization in the relation of the national government to the states. The principal address was delivered by Professor S. Gale Lowrie, of the University of Cincinnati, and the discussion was participated in by Professor James T. Young of the University of Pennsylvania, Professor Nathan Isaacs of the Pittsburgh Law School, Professor B. A. Arneson of Ohio Wesleyan University, Professor E. W. Crecraft of the Municipal University of Akron, and others.

At a session devoted to the general subject of the organization of political research, Professor W. W. McLaren, of Williams College, presented the tentative plans for the second session of the Institute of Politics, to be held during the summer of 1922, and Professor Charles E. Merriam, of the University of Chicago, described the need of improved facilities for research in political science and discussed various phases of the problem. As will be pointed out, a new committee on this subject, under the chairmanship of Professor Merriam, was created.

At a session on the general subject of foreign and comparative government, papers were presented as follows: "Ministerial Responsibility vs. the Separation of Powers," by Professor Charles G. Haines, of the University of Texas; "The Classification of Political Parties and the Relative Advantages of Two-Party and Multiple Party Systems,"

by Professor Robert C. Brooks, of Swarthmore College; "The Constitutions of Czechoslovakia, Poland, and Jugoslavia: a Comparative Study," by Professor Ralston Hayden, of the University of Michigan; and "The Political and Economic Relations of Ruthenia to Czechoslovakia," by Mr. Gregory I. Zatkovich of Pittsburgh. A paper by Dr. Frederick A. Cleveland, of Boston University, on "Readjustment of the Relations between the Executive and Legislative Branches of Government" was, in the absence of Dr. Cleveland, read by title.

The last evening session was devoted to a consideration of the conditions on which the United States should enter a world organization for the maintainance of peace. The principal address was by Professor Edwin D. Dickinson, of the University of Michigan, and the discussion was participated in by Professor Quincy Wright, of the University of Minnesota, Professor A. B. Hart, of Harvard, and others.

At a final joint session with the Economic Association and the Sociological Society, the Political Science Association was represented by Professor Robert E. Cushman of the University of Minnesota, whose paper was entitled "The Social and Economic Interpretation of the Fourteenth Amendment."

At the business session held on the afternoon of December 28, the secretary-treasurer submitted a report on the membership and finances of the association for the fiscal year ending December 15, 1921. In brief summary, this report was as follows:

1. Membership

Members gained during the year.....	173
Resignations and cancellations.....	132
Net gain.....	41
Total members paying annual dues.....	1,304
Life members.....	57
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Total membership.....	1,361

2. Finances

(a) Receipts:

Balance on hand December 15, 1920.....	\$98.27
Back dues collected.....	446.00
Dues for 1921 collected.....	4,165.94
Dues for 1922 collected.....	577.00
Voluntary contributions by members.....	290.00
Sale of publications.....	179.61
Miscellaneous.....	31.92
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Total balance and receipts.....

\$5,788.74

(b) Expenditures:

Bills paid for 1920.....	\$1,303.35
Williams & Wilkins Company (printing and distributing the <i>Review</i>).....	3,168.32
Clerical and stenographic assistance in the office of the secretary-treasurer.....	312.60
Clerical and stenographic assistance in the office of the managing editor (including postage)....	642.10
Postage.....	122.00
Stationery and printing.....	153.25
Miscellaneous.....	44.44

Total expenditures.....	\$5,746.06
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Balance December 15, 1921.....	\$42.68
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(c) Bills remaining unpaid Dec. 15, 1921	\$620.83 (estimated)
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(d) Trust Fund:

Balance December 15, 1920 (Certificate of deposit at 4 per cent in First National Bank, Madison, Wisconsin, due February 5, 1922).....	\$979.18
Receipts from life memberships.....	25.00

Total.....	\$1,004.18
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The treasurer's books were audited by a committee consisting of Professor R. T. Crane, of the University of Michigan, and Professor C. G. Haines, of the University of Texas. The committee reported the accounts correct.

It was voted that the members of the association should be asked again in 1922, as in 1921, to make a voluntary contribution of one dollar for the support of the *REVIEW*, in addition to the regular annual dues of four dollars.

In view of the improved financial condition of the association and of a recent reduction in the cost of publishing the *REVIEW*, it was voted that the board of editors should, at its discretion, increase the size of each issue to an average of 180 pages.

In pursuance of the report of the committee on instruction, it was voted that the Political Science Association should invite the American Historical Association, the American Economic Association, the American Sociological Society, and the National Educational Association to appoint two representatives each, to confer on the teaching of social studies in high schools, and that representatives of the Political Science Association be instructed to promote coöperation with any other organizations interested in the study of the social sciences in schools, in so far as may be feasible. The committee on instruction,

under the chairmanship of Professor W. B. Munro, was continued; and representatives of the Political Science Association for the purposes just mentioned were appointed as follows: Professor Walter J. Shepard, of Ohio State University, and Professor R. G. Gettell, of Amherst College.

A report of the committee created in 1920 to consider the establishment of a center for research in political science at Washington was presented by two members of the committee, Professor A. N. Holcombe, chairman, and Dr. L. S. Rowe. The report showed that a University Center for Research has been established in Washington, under a board of research advisors, organized in a committee of management and in technical divisions of which the following are now established: Division of History; Division of Political Science; Division of International Law and Diplomacy; Division of Economics; and Division of Statistics. The report in full will be printed in the May issue of the *REVIEW*. It was duly received by the association and the committee was discharged.

A committee on political research was appointed, as follows: C. E. Merriam, chairman, R. T. Crane, John A. Fairlie, and Clyde L. King.

Officers of the association for 1922 were elected as follows: president, William A. Dunning, Columbia University; first vice-president, O. D. Skelton, Queen's University, Ontario; second vice-president, J. S. Reeves, University of Michigan; third vice-president, J. T. Young, University of Pennsylvania; secretary-treasurer, Frederic A. Ogg, University of Wisconsin; member of the executive council for the term ending December, 1923, in succession to Charles McCarthy (deceased), J. M. Mathews, University of Illinois; members of the executive council for the term ending December, 1924, E. C. Branson, University of North Carolina; R. S. Childs, New York City; F. P. Gruenberg, Philadelphia; C. C. Maxey, Western Reserve University; and V. J. West, Leland Stanford University.

Professor John A. Fairlie was reelected managing editor of the *REVIEW*, and on his motion all present members of the board of editors were reelected.

The place of meeting in 1922 was left to decision of the executive council.

THE STUDY OF CIVICS

The American Political Science Association, at its meeting in December, 1920, authorized the appointment of a committee to define the scope and purposes of a high school course in Civics, and to prepare an outline of topics which might properly be included within such a course. In compliance with this action the Committee submits the following suggestions and outline:

SUGGESTIONS FOR A COURSE IN CIVICS IN HIGH SCHOOLS¹

The American Political Science Association believes that there is urgent need for an authoritative definition of the term *Civics*. Originally this term, as applied to high school instruction, was understood to include a study of American government and closely-related matters; but its scope has been so greatly broadened in recent years that it is now regarded in many quarters as including the whole range of the social sciences, economics, sociology, ethics and international relations, with the basic subject of American government thrust far into the background. The result is that high school instruction in the subject, by spreading itself in unguided fashion over so broad an area, has tended to become superficial and ill-organized. Too often it affords the pupil a mere smattering of many things, not articulated to each other or bound together by any central concept, and none of which are presented with sufficient thoroughness to make any lasting impression upon him. It is not the breadth of the range alone but the lack of coördination that impairs the educational value of the subject. The Association believes that this disintegration has been carried too far and that the time has come not only to establish the "outside boundaries" of Civics but to urge a more effective coördination of the topics included within these limits.

At the same time the American Political Science Association expresses its readiness to coöperate cordially with other groups which may be primarily interested in the high-school study of economics, sociology and history, or in the task of providing courses designed to

¹ These suggestions have reference to instruction in the third and fourth year of the regular high school course, and not to such instruction as is often given in earlier years under the name of community civics or elementary civics.

cover in an introductory way the field of the social sciences. We believe, nevertheless, that the outline herewith presented includes the minimum essentials in political science.

This does not mean, however, that the scope of a school course in Civics should be strictly confined to the framework and functions of government. The aim of the course should not be to impart information but rather to give the pupil an intelligent conception of the great society in which he is a member, his relation to it, what it requires of him, how it is organized, and what functions it performs. From his study of Civics the pupil ought, accordingly, to learn something about the chief social and economic organizations and relations. Yet it should not be forgotten that in the field of social studies all roads lead through government. No matter whether the topic under discussion be finance, banking, public health, poor relief, transportation, or labor problems, we must at all times reckon with governmental organization, policy and action as great factors in the situation. The study of governmental organization and the functions of public authority ought therefore to be the center or core of any high school course whose chief aim is to inculcate sound ideals of citizenship, to emphasize the duties of the citizen, and to afford any grasp of public problems.

It is only in this way that a course in Civics can be given the substance and definiteness which it must acquire if it is to hold a secure place among the advanced subjects of the high school curriculum. A single study which merely brings together a mass of loosely-organized topics drawn from the whole domain of government, economics, sociology and ethics can scarcely hope to have any high educational value. The topics, whatever they are, should be related to some central concept. A wisely-planned course in Civics can be made definite, homogeneous and thorough without being narrow or uninteresting.

The immediate problem is to impress upon the pupil the fact that he is a member of the community and ought to be an active, constructive member of it. The teaching of the subject ought to point continually towards civic duty as well as civic rights. Scope and methods should be adjusted to this purpose, which means that social and economic forces which directly affect the activities of citizenship ought to receive adequate emphasis.

It is not the function of a course in Civics to carry on any form of social, economic or political propaganda. Nevertheless the aim should be to develop an intelligent attitude towards questions of the day, hence no well-rounded study of civic activities can wholly avoid some

controverted issues. Intelligent instruction can achieve the main purpose without allowing the study to degenerate into propaganda of any sort.

Three present-day tendencies connected with the teaching of Civics call for a word of comment. The first is a disposition to dispense with the use of a text book, supplanting it by "socialized" recitations, "field work," and "visits to public institutions." However useful these things may be, they do not render a text book superfluous, as has been pointed out by the committee on social studies of the National Education Association (Bureau of Education, Bulletin No. 28, 1916, p. 62). A text book is a positive and practically an indispensable aid to effective teaching no matter from what standpoint the subject of Civics is approached. "There may be exceptionally equipped and talented teachers who can do better without a text book than they would do if they followed explicitly any existing text. Even such teachers will be more successful if their pupils have in their hands a well-planned text; and the great majority of teachers are not prepared to organize courses of their own. The teacher who is not able to use a fairly good text and to adapt it to the needs of his pupils to their great advantage can hardly be expected to be capable of devising a course independently of a text that would in any sense compensate for the loss of the recognized value of the best texts available.

The second tendency is to give preference to text books which have been prepared by a local author and which lay special emphasis upon political, social and economic conditions in the immediate neighborhood. This emphasis is no doubt useful in providing an approach to more remote problems, but there is always a danger that in the zeal of acquainting the pupil with the conditions of his own state or community, the larger life of the nation and the problems of nation-wide scope may receive inadequate attention.

A third feature of high school work in Civics at the present time is the disposition of some school authorities to replace the systematic study of Civics by a course on "Problems of Democracy," or "Social Problems," or something of this kind. This action is based upon the idea that thereby the pupils may be brought directly into touch with the "live problems of the present day" instead of spending time upon the development and organization of political, economic and social institutions. The committee recognizes the value which attaches to the so-termed "problem method" in teaching; but it believes that no effective instruction in the problems of democracy can be imparted

to high school pupils unless they are given an adequate background through the study of governmental organization and functions. To provide this background the course must be comprehensive and systematic, not a study of isolated problems.²

The appended outline indicates in a general way the *outside limits* within which, in the committee's judgment, the scope of a high school course in Civics ought to be kept if the instruction is to be made effective. The outline is, if anything, too broad. It is not intended to be a syllabus; it does not include *all the topics*, or *the only topics*, which come within the general field suggested.

The capable teacher can add, substitute, or omit as may be thought desirable. This outline is merely intended to indicate by its inclusions the sort of topics which, on a liberal interpretation of the subject, belong to the study of Civics and by its omissions the kind of material which, in the committee's judgment, does not belong there at all.

These topics are grouped under thirty-three headings. Some of them can be covered quickly; others will require more extended discussion. No attempt is made to apportion the amount of time that should be devoted to each, for this outline is not intended to be a plan of a course but rather a presentation of the topics out of which a course can readily be constructed. The individual teacher can decide, in the light of the time at his disposal, what may best be included and what omitted.

OUTLINE

Part 1—The American Environment

I. MAN AND SOCIETY

Why men organize. The social instinct. The doctrine of evolution as applied to society. Heredity and environment. Individual and social heredity. The physical and the social environment of man. The chief social groups (family, tribe, community, state, etc). Individual liberty and social control.

II. THE UNITED STATES

Geography as a factor in national life and progress. The chief geographical areas of the United States. The soil. Harbors and waterways. The newer territories. Alaska and the insular possessions. Influence of geographic features upon past development. Geography and the future.

² The accompanying outline provides, in effect, a course in the problems of democracy with the essential background included. Where a general and systematic course in Civics is taught in the third year of the high school program it may very appropriately be followed in the fourth year by an intensive study of selected political, economic or social problems; but school programs do not usually permit this arrangement.

III. THE PEOPLE, RACES AND RACIAL PROBLEMS OF THE UNITED STATES.

The growth of population. How the population is now distributed. The drift to the cities, its causes, extent and results. Principal occupations of the people. Immigration; its history and causes. Nature of the immigration. Present racial distribution. The negro problem. Other racial problems. Assimilation. The effects of immigration, social, economic and political.

IV. THE AMERICAN HOME AND COMMUNITY

Importance of the family as a unit. Influence of the home in training for citizenship. Marriage as the basis of the family. The divorce problem. The community; what it is. How communities are formed. The needs and functions of the community. The community spirit. The community and the school. How the schools train for citizenship. The relation of good citizenship to community service.

V. ECONOMIC FACTORS AND ORGANIZATION

The economic needs of man. Economic motives. The subject-matter of economics. The consumption of wealth. Production. The factors in production. Land and natural resources. Rent. Labor. The division of labor. Is labor a commodity? Wages. How rates of wages are determined. Capital and interest on capital. The forms of economic organization. Partnerships and corporations. Profits. Government as a factor in production. The distribution of wealth. Transportation as a factor in distribution. Exchange, value and price. Competition and monopoly. Natural monopolies. Freedom of contract. The institution of private property.

Part II. American Government

(a) *The Foundations of Government*

VI. THE NATURE AND FORMS OF GOVERNMENT

Definition of the state. Definition of government. The purpose of the state. Origin of the state. Various theories as to its origin. The basis of the state's authority. Classification of states. Relation of the state to government. The branches of government. The functions of government. Characteristics of American government. Written constitutions. Separation of powers. Federalism.

VII. THE CITIZEN; HIS RIGHTS AND DUTIES

Who are citizens? How citizenship is acquired. Naturalization. The rights of the citizen. Are corporations citizens? Civil liberty; what it means and how it grew. Privileges which are not civic rights. The obligations of citizenship. Hindrances to good citizenship.

VIII. POPULAR CONTROL OF GOVERNMENT

The channels of popular control. Public opinion; its nature and limitations. The election of representatives. The appointment of officials. Election vs. Appointment. Appointments with and without confirmation. Partisan appointments. The spoils system. The rise of civil service. Nature of the civil service system. Its value and limitations.

Popular control through direct legislation and the recall. Origin and spread of the initiative and referendum. Direct legislation in practice. Merits and defects of direct legislation. The recall. The recall of judicial decisions.

*(b) The Electoral Mechanism***IX. SUFFRAGE AND ELECTIONS**

Citizenship and suffrage. Development of the suffrage. Woman suffrage. Present qualifications for voting. Educational tests. Taxpaying requirements. Disqualifications. How voters are registered. Nominations. History of nominating methods. The caucus, convention and primary. Merits and defects of the primary. Election methods. The ballot. The short ballot movement. The preferential ballot. Proportional representation. Corrupt practices at elections. Absent voting. Compulsory voting.

X. PARTY ORGANIZATION AND MACHINERY

Why political parties are formed. Nature and functions of political parties. History of American parties. What the leading parties stand for. Party platforms. The minor parties. Economic and social influences on party divisions. Party organization in nation, state and community. The machine. Rings and bosses. Party finance. Practical politics. How parties are financed. The reform of party organization.

*(c) Local and State Government***XI. COUNTIES AND RURAL COMMUNITIES**

Early types of local government. The county; its legal status, organization and officials. Duties of county officers. The reform of county government. City and county consolidation. The county manager plan. The New England town; its organization and the functions of its officials. The township. County districts. Incorporated communities. Problems of local government.

XII. CITY GOVERNMENT

Growth of cities. Relation of cities to the state. Municipal home rule. Different types of city charter. The mayor. The heads of city departments. Municipal officials and employees. Civil service in cities. The city council. Boards and commissions in cities. The reconstruction of city government. The commission plan. Its extension, nature, merits and defects. The city manager. Other recent changes in city government.

XIII. MUNICIPAL PROBLEMS OF TODAY

City planning. Streets and public works. The protection of life and property. Parks and recreation. The city's share in public health and welfare problems. Congestion of population and its relief. New sources of revenue for cities. Other municipal problems.

XIV. STATE GOVERNMENT

The early state constitutions. How state constitutions are made. General powers residing in the states. The governor. Officials of state administration. The state legislature. Legislative procedure. The states as agents of the nation. Relations between the states. Full faith and credit. Extradition. Limitations upon the states. The reconstruction of state government.

*(d) National Government***XV. THE NATIONAL CONSTITUTION**

American government before and during the Revolution. The earlier attempts at union. The Confederation; its weakness. Preliminaries of the Con-

stitution. Personnel of the convention. The convention's work. The compromises. General character of the Constitution. Methods by which it was adopted. Growth of the Constitution by amendment, interpretation and usage.

XVI. CONGRESS AT WORK

Organization of Congress. Merits and defects of the bicameral system. The Senate; its organization. Its special powers. Confirmation of appointments. Ratification of treaties. Impeachments. Its concurrent powers. Its influence. The House of Representatives. Method of election. Procedure. The Speaker. The committee system. Powers of the House. Relations between the Houses. The general powers of Congress. Congressional finance.

XVII. THE PRESIDENT AND HIS CABINET

Nature of the presidential office. Method of nomination. The college of electors. Why great and striking men are not always chosen. The President's powers. Appointments. The veto power. Other prerogatives. Relation of the President to Congress. The President's relation to his party. The Cabinet and the administration.

XVIII. THE COURTS AND THE LAW

Judicial organization in outline. The Supreme Court. The subordinate courts. Jurisdiction of the federal tribunals. State courts. The common law. Statutory law. Equity. The jury system. Constitutional limitations relating to the administration of justice. Due process of law. The unconstitutionality of laws. The law's delays. Reforms in judicial administration.

Part III. The Civic Activities

(a) *Economic*

XIX. NATURAL RESOURCES, CONSERVATION, AND THE PUBLIC DOMAIN

The chief natural resources; their value and the danger of exhausting them. Conservation. The forest policy of the United States. National reservations. History of the public lands. Sales of land and the homestead system.

XX. THE AGRICULTURAL INTERESTS

Importance of agriculture. Chief types of agriculture in the United States. Agriculture and the law of diminishing returns. Exhaustion of the soil and its prevention. Relation of agriculture to transportation. The problem of agricultural credit. The federal farm loan banking system. Agriculture and the labor problem. The work of the department of agriculture. The state agricultural authorities. Experimental farms. The county life commission.

XXI. THE ENCOURAGEMENT AND REGULATION OF COMMERCE

Purposes of commerce. Local, interstate and foreign commerce. How commerce is regulated. The interstate commerce commission and its work. Railroads and the Sherman Act. The railroads in war time. The Transportation Act of 1920. The future of the railroads. Foreign commerce; its scope and value. Government aid to shipping. The shipping laws. The merchant marine; its history. The consular service. International commerce and international exchange. Foreign commerce and the tariff. The tariff policy of the United States.

XXII. INDUSTRY AND LABOR

Modern industrial organization. Corporations. Combinations in industry. The control of industrial combinations. The federal trade commission. The general relations of government to industry. Labor's part in the industrial order. History of labor organizations. The American Federation of Labor; its organization and program. Methods and policies of labor. Collective bargaining. The right to strike. The closed shop and the open shop. Conciliation and arbitration. Compulsory arbitration. Industrial accidents and employers' liability. Child labor laws. Minimum wage laws. The problem of unemployment.

XXIII. CURRENCY, BANKING AND CREDIT

Money and its origin. The functions of money. The coinage of the United States. The double and single standard. Paper money. Legal tender. The functions of banks. National banking system. Federal reserve banks. Some practical operations of banking. The relation of credit to money. Credit and prices. Workings of the credit system.

XXIV. PUBLIC UTILITIES

Nature of public utilities. The need of public control. Franchises. Methods of public utility regulation. Public service commissions; their organization and powers. Public ownership; its merits and defects. American and foreign experience in public ownership. Public utility problems at the present day.

XXV. PUBLIC FINANCE

The cost of government. Taxation, its forms and incidence. Leading principles of taxation. Local taxes. State taxes. National taxes. Economic and social purposes of taxation. The division of the taxing power between national and state governments. Suggested reforms in taxation. Government expenditures. How appropriations are made. The new national budget system. Public debts. Methods of public borrowing. Debt limits. How public debts are repaid.

*(b) Social***XXVI. PUBLIC HEALTH**

The chief problems of health protection. Quarantine. The prevention of epidemics. Vital statistics, their nature and use. Some instances of progress in preventive medicine. Public sanitation. Public water supplies. Milk inspection. The inspection of food and drugs. Housing regulations. The work of local health boards. State health organization. The U. S. Public Health Service.

XXVII. POOR RELIEF, CORRECTION AND OTHER WELFARE PROBLEMS

The problem of poverty. Old and new methods of dealing with it. The causes of poverty. Its prevention. Social insurance. Crime and its causes. Crime prevention. Prisons and prison reform. The care of mental defectives. Social amelioration and reform.

XXVIII. EDUCATION

The public school system. State and local school authorities. State control of education. Educational work of the national government. School finance. The newer demands in education. Vocational education and vocational guidance. The Gary system. Wider use of the school plant. Americanization.

*(c) International***XXIX. NATIONAL DEFENSE**

Defense as a function of government. Militarism. The causes of war. The prevention of war. Preparedness. The regular army. The national guard. The national army during the World War. America's part in the war. Universal military service. The navy. The problem of disarmament.

XXX. FOREIGN RELATIONS

The nature of international law. The control of foreign relations. The diplomatic service. Secret and open diplomacy. Treaties. Extradition. Outstanding features of American foreign policy. The Monroe Doctrine. American contributions to international law. The war and international relations.

XXXI. THE UNITED STATES AS A WORLD POWER

Traditional foreign policy. Why isolation is no longer possible. Relations with other American states. Relations with Europe. American interests in the Far East. Interests acquired during the war. Pending questions of foreign policy. The loans to European powers. Mandates and special privileges. Other diplomatic problems.

XXXII. THE LEAGUE OF NATIONS

The idea of a league of nations in history. Purposes of the Versailles covenant. Its chief provisions. America's objections to the League. The League as a scheme of government. The League at work. What it has accomplished. The position of the United States in the new world order.

XXXIII. WORLD PROBLEMS AND DEMOCRACY

Results of the war on political, social and economic organization. The growth of radicalism. The soviet system. Plans for socialist commonwealths. Direct action. The reconstruction of government by constitutional means. Can democracy solve the problems of today? American contributions to democracy in the past. The ideals of democracy. What America can contribute in the future.

The undersigned have given their general approval to the foregoing suggestions and outline in order that a tangible basis for further discussion and for improvements may be afforded. This general approval is not to be construed, however, as an unreserved endorsement, by any of the undersigned, of every item in either the suggestions or the outline.

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BOOK REVIEWS

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Le Droit International Public Positif. By J. DE LOUTER.
(London: Oxford University Press. 1920. 2 vols. Pp. 576
and 509. Published by the Carnegie Endowment for Inter-
national Peace, Washington, D. C.)

In nearly half a million of words, Professor de Louter gives us a comprehensive treatise of the whole field of public international law. The further qualification of his subject by the addition of *positif* (positive) indicates the purpose of discarding all abstract theorizing to base his system of the law of nations upon the modern practice of independent states (I, p. 48). The plan is well conceived and admirably executed. The author shows that he has thought out each section, and although his regard for the authorities who have preceded him is always respectful, it is never slavish. The French in which this scholarly Dutchman has recast his treatise preserves a personal and piquant flavor which sustains the interest through every page.

Among so many qualities of perfection the most serious defect is Professor de Louter's failure consistently to adhere to the positive system which he has proclaimed, when he reaches the discussion of such questions as intervention, equality of states, and reprisals. In these matters state practice is conspicuously at variance with what many of the champions of the alleged rights of weaker states would like to think to be the law, but Professor de Louter elects to support the rights of small states *nonobstant* the hard facts of international practice. For instance the existence of a right of angary is controverted, although, as the author frankly admits, it is "recognized by Germany, France, Italy, and the United States" (II, p. 431).

Professor de Louter concludes his treatment of intervention by declaring: "The preceding discussion makes it clear that except in rare instances there does not exist a right of intervention and that it ought rather to be stigmatized as a brutal assault against the basic