

decline of which has been mentioned by Lord Bryce as one of the most striking defects of modern democracies.

In the final part of the volume attention is directed to a few of the more specialized problems in the operation of government, including an analysis of public expenditures and causes of their increase, budget systems, regulation and control of public utilities, world politics and the various views as to the proper extent of governmental functions. Throughout the work the authors have given chief consideration to the issues relating to American government, but certain features of foreign countries are discussed by way of comparison and contrast. Each topic is so treated as to set forth one or more problems for further enquiry and discussion and additional references are suggested for this purpose.

The volume has very few errors or apparent faults. One or two minor matters, however, might be criticized. The author of "Principles Governing the Retirement of Public Employees" is Lewis Meriam, not Merriam (pp. 188, 196). The local government board in England has been absorbed by the new ministry of health (pp. 354-355). The opening chapter on the origin and development of government, which attempts to trace the history of political institutions in the brief space of thirty-five pages, is too sketchy to be of much value except as an outline. But these matters are of minor importance, and the book as a whole is a most useful and opportune one. The style of the authors is simple, clear and readable, each chapter is followed by a selected list of supplementary readings and there is a fairly complete index.

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*An Introduction to the Problem of Government.* By W. W. WILLOUGHBY and LINDSAY ROGERS. (New York: Doubleday, Page and Company. 1921. Pp. 545.)

This is one of the most notable among recent books on the general problems of political science and government. It deals with political theory and practice in the light of the world's experience. The book is not a systematic treatise in the ordinary sense; it does not purport to include the whole range of governmental activity. As its title implies, it is an "introduction" to the general problem of governing a free people. A glance at the table of contents will show that the authors have singled out practically all the great questions of government which are engaging the public interest today. It is a book for the live teacher

and student of contemporary affairs—not for the antiquarian or the delver into origins.

The twenty-four chapters are devoted to the most essential features of political life and governmental methods. Little unnecessary detail finds its way into the text, but the great principles of government are given adequate treatment. There is, however, at the present time, some reason to believe that more attention might be given to the problems of foreign policy, or foreign relations. Since the overthrow of Orlando, Clémenceau and Wilson, and the rise of questions relating to the treaty-power, it would seem fitting, even though it is not customary, to lay particular stress upon this topic in a work on problems of government.

One of the noteworthy features of this work is the vigor with which it eulogizes democratic government and points out the defects of monarchical rule. The authors point out that republics rest on "the principle that all powers of the government are derived by grant from the people." They admit that it is possible to have a king rule by virtue of delegated powers based on a grant from the people. This, they maintain, would not violate the principle of the republic. It would be violated, however, if the king claimed to rule by "an original personal right."

The constitution of Japan is discussed as having a great deal yet to attain on the road to a democratic government. This discussion follows one in which the development of the democratic German commonwealth from the monarchical empire is traced. The survey of Japanese government ends with the expression (quoted from Professor McLaren) of a hope for a further democratization of her government. The Japanese constitution is given in an appendix.

In view of the tremendous extra-constitutional power wielded by the major political parties, the authors have stressed the significance of this feature. Their power in Congress is particularly well portrayed.

On page 263 the following statement appears: "It is a striking fact that two long-fought political causes—Woman Suffrage and Proportional Representation—were greatly aided by the War." This is undoubtedly true, but the same thing might be said of prohibition, budget reform, and economic reconstruction. The authors devote a whole chapter to budgetary procedure, and it is well that they do so; the time has come when this topic should be handled not as reform propaganda but as an integral feature of our governmental practice. The text of the budget and accounting act of 1921 is given in an appendix.

An enlightening chapter is devoted to proportional representation. New and highly significant figures are tabulated and they throw into strong relief some of the glaring inequities of the district plan of representation. An appendix carries the text of the British proportional representation scheme of 1918.

The book is a conspicuous contribution to the post-war literature on governmental problems. The numerous illustrations from American experience make the work acceptable to the American student, but the text is also fortified at every point by illustrations from British governmental experience as well.

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*Popular Government.* By ARNOLD BENNETT HALL. (N. Y.: Macmillan Company. 1921. Pp. 296.)

Popular government, according to Professor Hall, rests upon public opinion. He therefore analyzes popular opinion, its formation, value and limitations, and finds, as President Lowell before him found, in *Public Opinion and Popular Government*, that public opinion is not necessarily based on facts or knowledge, but on inherited traditions, or even mere prejudice. On whatever based, real public opinion is conclusive in popular government. But public opinion is not merely the opinion of the majority; it "must be such that while the minority may not share it, they feel bound, by conviction not by force, to accept it." In his discussion of the possible improvement of public opinion, Professor Hall stresses education, the press, citizenship, and especially party leadership, showing in the case of party leadership how conclusive it is on matters outside the domain of common knowledge, for example foreign affairs.

Professor Hall is a firm believer in representative government as opposed to direct democracy, and the greater part of the book is taken up with a critical analysis of the instruments which have been tried to insure the rule of the people. The direct primary, presidential primary, the initiative and referendum, the recall of judicial decisions, and the recall of officers are subjected in turn to searching but by no means unsympathetic criticism. In each case their limitations are shown to be the impossibility of obtaining either an accurate expression of public opinion, or the fact that any direct expression of public opinion would be of less value than that given by representatives. True to his thesis,