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THE DEPARTMENT OF STATE, A HISTORY OF ITS ORGANIZATION, PROCEDURE, AND PERSONNEL. By Graham H. Stuart. New York, Macmillan, 1949.

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strongest tend to be the most progressive; North Carolina is the best example. This state with Virginia and Tennessee will be first to develop a real two-party system followed by Texas and Florida. As for the states in the heart of the South there is apparently less hope in the near future for here the problem of the Negro is greatest and it appears unlikely that political progress can be made until the race issue becomes less acute as it has in the five less typically Southern states. Perhaps Professor Key with his insight into southern ways gained from the writing of this book can in another kind of volume indicate the way out.

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THE DEPARTMENT OF STATE, A HISTORY OF ITS ORGANIZATION, PROCEDURE, AND PERSONNEL. By Graham H. Stuart. New York, Macmillan, 1949. Pp. 517. \$7.50.

DR. STUART, Professor of Political Science at Stanford University, has followed the development of our foreign affairs office from the initial Committee of Secret Correspondence, created by the Continental Congress in 1775, through the administration of each Secretary of State up to the present revitalized Department of State. He has described the experiment with the parliamentary system at the beginning, and has shown how the personality of one strong Secretary for Foreign Affairs, John Jay, was largely responsible for giving independent authority to the foreign affairs office, and was instrumental in turning our line of development away from the parliamentary system to the presidential system.

Prof. Stuart has called attention to the differences in the prestige and functions of the Department when a Secretary of State labored under a president who preferred to conduct foreign affairs himself, as Jefferson under Washington, and Bryan under Wilson, and when the Secretary of State was left to conduct foreign affairs much as he wished, as John Quincy Adams under Monroe, Hughes under Harding, and Stimson under Hoover.

Perhaps the most striking feature of the book is the great mass of administrative details which the author has unearthed and arranged chronologically. For the early years, before the Department became unwieldy in size, he has recorded the names, duties, salaries, tenure, etc., even of minor clerks; when the Department moved from one building to another, how much floor space it occupied, what the rent was, etc.; how careless this Secretary was about recording letters; what filing system that Secretary used, and the like. The reader and researcher have spread before them a wealth of details about the routines of the State Department and who held what job when. The index

seems especially designed for one who is seeking the latter facts; the entries are overwhelmingly of persons.

Adding considerably to the attractiveness of the book are the end-cover design and the original drawings of the successive State Department buildings. All were done by Gloria Anderson. The end-cover is a panel of seals, on which the work of the various State Department offices and divisions is depicted.

Unfortunately, beyond this point Prof. Stuart's effort is rather disappointing. Mention of a few shortcomings will suffice to illustrate.

The organization of the work and the treatment of the subject matter render extremely difficult if not impossible the gaining of an adequate perspective of the place of the State Department in our governmental development. Since the book is arranged chronologically by secretaries of state, the material on any particular activity, function, office, policy, or the like is chopped up into thirty or more bits. Piecing these bits together coherently is quite a task. Under practically every Secretary, the author feels compelled to include a section on such topics as "Personnel Changes," or "Departmental Problems," regardless of whether any significant changes or problems occurred during that administration. Although the sub-title states that the book is "a history of its organization, procedure, and personnel," it is difficult to discern any pattern of organizational or procedural development. Furthermore, only brief mention is made of the important Hoover Commission Reports. For these reasons, among others, it can hardly be said that the work is even a good administrative history.

Almost wholly lacking is a discussion of substantive foreign policies and their evolution in the State Department. The author explains this lack by a statement in the Foreword to the effect that "Policy problems are discussed only where they are vitally connected with, or illustrative of, the methods employed by the Department officials in the performance of their duties." Perhaps it is just as well that policy problems are not explored more extensively; because when the substance of foreign policy is touched upon, the author tends to become superficial or unscholarly. For example, one statement in his conclusion begins, "Inasmuch as the primary causes of war are conflicts in foreign policy . . ."; which is somewhat like saying, "The primary cause of death is the cessation of life." Such adjectives and adverbs as "great" and "wisely" are used without the supporting pages of evidence which one is entitled to expect from a scholar. As an example, John Quincy Adams is characterized as "The Department's Greatest Secretary." John Quincy Adams might have been our greatest Secretary of State; yet after the chapter on Adams has been read, one still isn't sure just what made him a great Secretary. In addition, lavish praise is bestowed upon Secretary of State Charles Evans Hughes; yet the deteriorating effect of Hughes's imperious attitude on our relations with the Latin American states is completely ignored. Then, a few pages later, in

appraising the administration of Frank B. Kellogg, successor to Hughes, the author states that Kellogg found morale in the Department at a very low ebb.

One would think that in a history of the Department of State, discussion of our contribution to the procedures, if not to the substance, of international law would be called for. It is true that some cases are discussed briefly, as they related to the administration of this or that Secretary of State. Yet the contributions of our eminent international law scholars, notably John Bassett Moore, receive only passing mention.

One unfortunate fact concerning the format of the book should be mentioned. Footnotes are not placed at the bottom of the page, but are gathered together in a section after the text. This arrangement is a nuisance, to say the least. Perhaps it was decided upon as a move to improve the readability of the text for the casual reader. Yet few popular readers are likely to be found who will have the patience to wade through that vast slough of trivial facts which characterizes the text. It seems that, in view of the nature of the work, this one concession could have been made to the scholarly reader.

There is no question that Prof. Stuart devoted many laborious hours to digging the material for this work out of musty old State Department records. For his industry and diligence he is to be commended highly. However, one is inclined to conclude that the definitive history of the State Department has yet to be written.

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THE PEOPLE SHALL JUDGE. Readings in the Formation of American Policy.

Two volumes. Selected and Edited by the Staff, Social Sciences I, The College of the University of Chicago. The University of Chicago Press, Chicago, 1949. Vol. 1 Pp. 797, Vol. 2 Pp. 931. \$4.50 per volume.

THE purpose of liberal education at the College of the University of Chicago, where the present anthology was developed after more than five years of preparation and testing, is to produce better citizens of our democracy and of the world. This end is sought by subjecting students to a type of education whereby they are made wise by learning to judge well. By presenting historical documents for study rather than "a summary of the facts of American history," for example, it is hoped that students will develop sound judgment, particularly along the lines of those general topics in our history around which these documents are grouped, e.g., "Authority and liberty in the seventeenth century," "The beginnings of American foreign policy," "Governmental policy for business," etc. . . . Such is the larger purpose behind *The People Shall Judge*, as explained by its editors.