

The author does not pretend to present a general study of Mexican-American relations. The subject is, however, treated historically rather than topically, and the reader is given a sufficiently clear picture of the broader aspects of the relations between the two countries during each period, and of internal developments in Mexico, to permit an understanding of the bearing of protection questions upon other diplomatic problems. The revelation of the manner in which the prosecution or non-prosecution of claims was often made to serve other political purposes during the earlier history of Mexican-American relations is one of the most interesting features of the book.

Mr. Dunn's conclusions are especially interesting, even though the reader who has studied the careful and objective analysis of the problem in the body of the book may not entirely agree with them. Although the author points out that the practice of diplomatic intervention to prevent or remedy injustices to the citizens of foreign powers could not well be abolished, he nevertheless feels that "the record of the operation of diplomatic protection in the relations between the United States and Mexico has been surprisingly bad." He feels that the difficulty arises not so much from deficiencies in personnel or from the need for clarification of the existing rules of law as from the defects of international law itself, and especially from the absence of any recognized and definitely accepted procedure for the settlement of international disputes in general.

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*The League of Nations in Theory and Practice.* BY C. K. WEBSTER. With some chapters on International Coöperation by Sydney Herbert (London: George Allen and Unwin, Ltd. 1933. Pp. 320.)

For a long time, the present reviewer and, to his certain knowledge, many other students and teachers of international organization have been looking for a good, if possible brief, but comprehensive and well balanced treatise on the League of Nations. Howard-Ellis promised much, but stopped short; Bassett dealt with historical and political aspects only; Myers' *Handbooks* are factual merely, while *Ten Years* is devoid of self-criticism; and Morley's work was written with one or two special problems in view. Hence the present volume was eagerly anticipated and warmly welcomed, especially in view of its major authorship.

It is both a disappointment and a relief. It does not provide all that seems desirable, but it does avoid the weaknesses and shortcomings of some of its predecessors. Its greatest disappointment lies in its insufficiency of factual information—to justify its title and our needs—although

it is true that in his preface the author pretends only to the purpose of expressing "opinions and criticisms."

In reading the book, this reviewer at least had the experience of feeling a deep and general agreement or sympathy with the attitude of the writer and his treatment of the subject in the main, while being irritated by what seemed errors of detail at intervals of about every two pages. Thus through Chapter VIII on the Court the references to the "1929 Conference" (p. 110), "the enumeration of justiciable disputes which was devised during the war" (pp. 110-111), the nature of international law (pp. 112, 114, 115), the attitudes of American presidents and secretaries of state on the Court question (p. 115), are all less precise or accurate than they might be. Many other detailed errors might be cited: "denomination" on p. 27 should be "domination;" the "conference" organ of the League was never intended to be "executive" (pp. 28-29); the parts played by the Phillimore plan, Smuts, Wilson, and Cecil in the origins of the Covenant are badly distorted (pp. 31, 32, 36, 38); the Peace Conference had to deal with the remains of three, not four, empires (p. 40); the Fourth Committee does not vote the budget (p. 72); Spain did not withdraw from the League and return (pp. 86, 87); there is no "Information Department" in the Secretariat (p. 101); etc. The sound and constructive tone of the book as a whole is marred by the recurrence of such errors.

More serious is the representation of the Council as the dominant organ of the League and the—as it seems to the reviewer—faulty picture of the history of relations between that body and the Assembly. Surely the Assembly was intended by the framers to be the paramount organ of the League, contrary to what is here asserted (pp. 53, 64); surely the Council was stronger in the early days (1920) than it was later (1924, 1926), contrary to what is said here (pp. 64, 74). Even today, the Council and Assembly are reasonably even in prestige, while the annual report of the Secretary-General makes perfectly clear who is the nominal master. On the other hand, the excuses given (p. 74) for the way in which the Assembly has allowed certain matters to be handled by other bodies or organizations seem too charitable. Somewhat excessive deference to the ideas and attitudes of Lord Robert Cecil seem to explain in part some of these divagations.

Finally, the most serious doubt arises over the author's attitude on the question of security and sanctions. He is, speaking generally, opposed to the French thesis—which is really only the orthodox thesis of sound political science—and to any automatic, or even any general, system of guarantees of mutual protection. He quotes (with approval, presumably) the analysis by one of Lord Robert Cecil's secretaries (J. R. M. Butler) of the situation in the drafting of the Covenant (p. 55): "The real diver-

gence lay between the adherents of the rigid, the definite, the logical, in other words the juridical, point of view and those who preferred the flexible, the indefinite, the experimental, and the diplomatic; between those who feared human nature and wished to bind the future and those who believed in human nature and were content to trust the future; between those who desired written guarantees and those who desired moral obligations only; to be cynical, between those who expected to receive under the Covenant and those who expected to give; in a word between the Continental point of view and the Anglo-Saxon."

The author later asserts on his own account (p. 157): "Thus security is still something which depends upon the attitude of states towards various problems at a particular period of time. It is submitted that it can never be anything else. The idea of automatic sanctions is unreal, since before they can be put into force men must resolve to incur risks and plan considerable enterprises. Such things cannot be done by putting a system on paper."

To such wild statements there are many replies, of which Professor Webster himself provides several. He shows (pp. 14-15) how the British wrecked the plans for European peace and order a century ago by the same attitude, even as they are wrecking the League today by sabotage. He admits (p. 157) that "the attitude of men may be affected by the promises which they and others have made to one another," and that "when these promises represent an enlightened self-interest they create confidence that they will be carried out," and much more to the same effect. To Mr. Butler, one might reply that the real divergence at Geneva, as at Paris, lies between the party of principle, responsibility, and order and the party of international opportunism, irresponsibility, and anarchy. And if it be argued that America has played false to sound principle in this matter, it must be remembered that Britain is somewhat more closely connected with Europe than she.

In any case, the book is interesting, stimulating, and challenging, though it still leaves to be performed the task of writing a work on the League that will be thoroughly satisfying.

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*Egypt Since Cromer.* BY LORD LLOYD. (London: Macmillan and Company, Ltd. 1933. Vol. I. Pp. xi, 390.)

Judging by the first of the two volumes that Lord Lloyd is writing as a sequel to *Modern Egypt*, *Egypt Since Cromer* will take place with Cromer's great work and Milner's *England in Egypt* in recording and in-