

BOOK REVIEWS AND NOTICES

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Mandates Under the League of Nations. BY QUINCY WRIGHT. (Chicago: University of Chicago Press. 1930. Pp. xvi, 726.)

This monumental work, with its very valuable appendices, contains no less than 726 closely printed pages. Of these, 29 are devoted to a systematic bibliography of the subject of mandates. In the bibliography are mentioned the titles of over six hundred publications—official documents, books, pamphlets, and articles—all dealing with some aspect of the mandates problem, and all, therefore, published within the last twelve years. When it is realized that this entire library has not only been classified and catalogued, but also most intelligently and discriminatingly utilized in the preparation of the work under review, the importance of Professor Wright's scholarly efforts will be duly appreciated. When, furthermore, the fruits of these efforts are analyzed critically and their rare qualities discovered—qualities of thorough research, attractive and orderly presentation, independent, original, and sagacious judgment—then the whole value of his achievement will appear. No one could be more impressed with this achievement than one who, as the reviewer, has for years been intimately associated with the practical working of the mandates system and intensely interested also in its theoretical implications and its historical significance. It is indeed a true privilege to be able in all sincerity to express unqualified admiration for a piece of scholarship dealing with a subject with which one is thoroughly familiar by reason not only of previous studies, but also of continued and active observation on the spot. For this privilege the reviewer is deeply indebted to the author of *Mandates Under the League of Nations*.

Professor Wright has divided his book into four parts of equal interest but of very unequal length. In the first, devoted to "The Origin and Development of the Mandates System," he has shown the system to be in substance the slowly matured product of a long evolution of colonial administration and in form the immediate outcome of the diplomatic negotiations of 1919. It seems very doubtful whether

the future historian will find anything essential to add to or to subtract from this searching, clear, and convincing narrative.

The second part, entitled "Organization of the Mandates System," is a study of the system's actual structure and effective functioning. It is based mainly on a close examination of official documents, and particularly of the minutes of the Permanent Mandates Commission, which have never been more carefully perused and more intelligently interpreted.

The third part, which the author seems to have written with a peculiar fondness and which he proudly calls "The Law of the Mandates System," is a learned juridical treatise of nearly 300 pages. The countless legal questions, most of them connected with the underlying problem of sovereignty, which constantly arise in the course of the debates of the Permanent Mandates Commission are here calmly and judiciously examined. While displaying a keen sense of juridical analysis, the author has avoided the pitfall of narrow legalism. Realizing that in this domain—more even, perhaps, than in most other fields of international relations—law is but the maid-servant of politics (and often a very ill-treated domestic), he has not sought academically to dogmatize about the main issues, but rather realistically to understand and to explain them. He quotes contradictory opinions and often allows the reader to draw his own conclusions. Those for whom international law's main function is to serve as a guide to the evolution of the future may deem him over-discreet. But those who know how little that evolution heeds the precepts of its would-be guides, those who ask of international law that it render intelligible what has happened yesterday and that it predict what is therefore likely to happen tomorrow, will better appreciate his cautious wisdom.

The fourth and final part, entitled "The Value of the Mandates System," is a relatively brief statement of less than 50 pages. After an interesting and ingenious discussion of the methods of measuring administrative achievement, Professor Wright formulates his general conclusions. They are, like most sagacious views in political matters, neither enthusiastically optimistic nor cynically negative. Both their moderate and slightly whimsical tone and their general purport may be judged by the following quotation: "While the period of its operation has been short and the available data incomplete, it seems fair to say that the mandates system has proved a practical method for administering backward areas, more satisfactory than

others that have been tried from the standpoint of the natives and from the standpoint of the world in general. Whether or not it has been as advantageous to the administering state as have the traditional systems of colonies, protectorates, and spheres of interest, at least none of the mandatory powers has offered to resign."

While American statesmanship is still reluctant to cooperate actively in the endeavors of the League of Nations, some consolation may be found in the fact that American scholarship and expert ability have already rendered Geneva great services. Never have they been shown to better advantage than in this remarkable treatise which, in spite of the rapidly shifting scene, is bound to remain the standard work on mandates for many years to come. That opinion the reviewer has no hesitation in expressing, both as a student of international affairs and as a servant of the League on the Permanent Mandates Commission, where the book will often, and never uselessly, be consulted in the future.

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Studies, Geneva, Switzerland.*

International Arbitration from Athens to Locarno. BY JACKSON H. RALSTON. (Stanford University: Stanford University Press. 1929. Pp. xvi, 417.)

In this valuable book Judge Ralston gives the historical background for the more analytical treatment of arbitral jurisprudence in his earlier work entitled *The Law and Procedure of International Tribunals*. That book classified materials dealing with international arbitration according to the legal principles involved. The present work classifies them according to the procedure and organization of international institutions for the settlement of disputes. It contains information about the movements of public opinion favorable to arbitration, and the history of arbitral tribunals, more particularly of the Permanent Court of Arbitration and the Permanent Court of International Justice. An appendix lists over three hundred arbitral and other international tribunals which have functioned from 1794 to 1926. The texts of the first Hague Conference of 1907 and the Statute and Rules of the Permanent Court of International Justice are reproduced in full. Thus the reader has at hand a mass of facts related to the external history of international arbitration.