

...ture, and city planning, in which the patterns of partnership were easier and more effective. Furthermore, in his discussion of relationships in power, the most interesting of these three fields, he largely directs his attention to relationships with the states *per se* without much focus on the relationships with the municipalities which are frequently the marketing units. But the conclusion he reaches is certainly solidly buttressed by the data he produces.

The book includes many succinct summaries of TVA programs and policies, and many penetrating analyses and comments. These were even more interesting to this reviewer than the development of the main thesis. Mr. Roberts, a former staff member, knows his TVA very well.—YORK WILLBERN, *University of Alabama*.

Water for the Cities: A History of the Urban Water Supply Problem in the United States. BY NELSON MANFRED BLAKE. (Syracuse: Syracuse University Press, Maxwell School Series III. 1956. Pp. x, 341. \$4.00.)

The chairman of Syracuse University's history department has provided another valuable study which will help fill the great void in U. S. municipal history. In contrast with Bridenbaugh's recent volumes, Blake confines himself—almost too closely—to the single function of water supply. Primary emphasis is placed on the story of the water supply problem in Boston, Philadelphia, Baltimore, and New York from 1790 to 1860. There are occasional references to developments in other cities. Two final chapters bring the story down to the present, emphasizing public health developments since 1860.

In the earlier years the ability to evaluate the effect of a particular water source on the human body did not exist. With this exception, the story of the urban water supply regularly reveals success in solving the technical problems and failure in long-range planning. New York's great Delaware aqueduct, just completed, will remain adequate only until 1965.

One might divide the efforts of cities to obtain water into two periods. The first, lasting roughly until 1920, was characterized by a city-by-city approach. During this period the policy of public rather than private operation of water supply systems became virtually universal after many a battle in city council and state legislature. The period into which we are

...operation in water supply, both to an increasingly precious resource and to allocate water among competing cities and competing uses. The great plans of the Metropolitan Water District of Southern California of the four states participating in the state Compact on the Delaware River may presage complex regional water grids in some sense similar to our electric grids.

One wishes the author had devoted attention to the problems of administrative organization and management. For the question of independent water *versus* departmental organization is treated. The development of metering rate structures is not discussed. Relationships of water and sewer systems would be of interest. The neglected subject of extrajurisdictional jurisdiction, including watershed protection, pollution control, and international relations, is only casually covered. The policy and politics of water supply are fully reported and the book will prove of interest to most students of municipal affairs.—ROBERT T. DALAND, *University of Connecticut*.

The Municipal Income Tax: Its History and Problems. BY ROBERT A. SIGAFOOS. (Chicago, Ill.; Public Administration Series. 1955. Pp. xiii, 169. \$5.00.)

This little volume bids well to become a standard reference work on the municipal income tax. Its main contribution is in the direction of making available to those interested in this field basic data on the present status and developments in the municipal income tax area. Entire chapters are devoted to such topics as municipal income tax ordinance administration, revenues, and the history of municipal income tax provisions in the country. Most of the data presented were collected as a result of extensive mail questionnaires, a review of statutory provisions and reports and over forty personal visits to various municipalities and school districts administering income tax laws. One result is a series of basic tables showing the exact status of results obtained from the municipal income tax in the United States today. Some material is also included on municipal income taxes in other countries such as Scandinavia and Canada, but the main effort is to focus upon relevant American experience.

The presentation, while reasonably objective, is none the less put forward in a

...and is more widely adopted. The author believes that the exigencies of municipal financial problems are such that only by looking in another direction than the property tax will it be possible to solve local financial problems. The available alternatives are the property tax, increased state grants, or the municipal income tax. Among these, the author lists a number of advantages to the latter as a means of action. He points out that existing municipal income taxes are rather crude in their nature since they are largely gross earnings and net profits taxes of an unrefined nature. To overcome such crudeness, the author suggests certain possibilities for refining the tax. One of the suggestions is that the income taxes in metropolitan areas apply to the entire metropolitan area concerned rather than just the central city. The author is convinced of the theoretical soundness of this as well as the practical soundness of it. Throughout the United States, personal income taxes are now possibly as reasonable and as equitable a local tax base as property. However, the instability of income tax yield in urban communities suggests that it is important to strike a balance between the relative weight to be given the income tax and the property tax. Nor does he believe that the income tax constitutes a severe or unusual tax burden.

In short, this is a useful volume and a basic reference work in its field while at the same time it argues for the wider adoption and refinement of the municipal income tax.—HOWARD W. WEIDNER, *Michigan State University*.

Selected Articles on Economics, Volume III: Readings in Fiscal Policy. SELECTED BY ARTHUR SMITHIES AND J. KEITH BUTTERFIELD. (Homewood, Illinois: Richard D. Irwin, Inc., 1955. Pp. x, 596. \$5.00.)

The primary purpose of this seventh volume of readings sponsored by the American Economic Association is to make more readily available to students some of the principal contributions from the literature in the rather new and increasingly significant field of fiscal policy which the editors describe as the area dealing with "the aggregative effects of government expenditures and taxation on income, production and employment." A secondary purpose is that of including selections to show how thought in this area has evolved over the past century or so. Since numerous articles relevant to fiscal policy have already

(especially those on monetary theory and business cycles) or are readily available elsewhere, this volume should not be interpreted as representing the editor's judgment as to the thirty-four most significant contributions in this area of economics. Students will undoubtedly find the extensive classified bibliography of articles on fiscal policy as compiled by Wilbur A. Steger to be one of the most worthwhile features of the volume.

The Torment of Secrecy: The Background and Consequences of American Security Policies. BY EDWARD A. SHILS. (Glencoe, Ill.: The Free Press, 1956. Pp. 238. \$3.50.)

For one seeking a brief and lucid explanation of America today it would be hard to find a better tract than the sections of Professor Shils' book entitled "The Deeper Sources" and "The Strain of Politics." This brilliant sketch of the immediate background of the starts and alarms of the past ten years is, however, delivered in support of a thesis which involves the author in an emotional predicament from which he cannot escape. He divides the nation into two—just two—camps: "The really crucial dividing line in politics is between pluralistic moderation and monomaniac extremism" (p. 227). Then he proceeds to denounce the bad camp of wrong-headed, fantasy-obsessed extremists, lunatics, and paranoiacs for the unpardonable sin of thinking that the world is divided into just two camps—"the state of mind which sees only black and white" (p. 226). The "nativist tradition," he tells us, should be "confined to alleys and bars and back streets and to the hate-filled hearts of the miserable creatures who espouse it" (p. 15). Hate-filled the creatures may be, but in Professor Shils they have found their match.

One wishes he would not rant so against the ranters, or become so emotional in denouncing emotionalism, or so passionately censure the attitude of those who censure others for their attitudes, or indulge so often in those absolute statements against which he clamors: e.g., "No society has ever been so extensively exposed to public scrutiny as the United States in the twentieth century" (p. 39). Has he ever considered the Greek or Latin zest for living private lives in public, or the complete publicity of European peasant and court communities? This regrettable lack of wider historical perspective is reflected in a loose use of terminology, as in his identifica-

tion of "the national 'spirit'" with the Spirit of God in "revivalist" thinking (p. 207), or in his way of describing the opposition as "mad."

For Professor Shils "the scientific community is the epitome of the free society" (p. 190). Now no one needs to be told that science at its best should not take orders from the populist mob at its worst; but never in this book is there the slightest indication that science is ever at anything but its best. For Professor Shils it is all black and white.

Having given a first-rate description of the disease, Professor Shils can think of no better cure than Good Health. "More reasonableness and common sense" are indicated in a pluralistic system in which everyone tolerates everyone else. Professor Shils is against any strong feeling—except where it is desirable; secrecy and publicity are alike vicious—except when "properly practiced"; extremism is the root of all evil—except "in a small quantity" (p. 237). The small quantity is everything; "respectable" is a favorite word; Professor Shils yearns for a tepid academic world based on "the belief . . . that there is a sacred element in law"—only that belief must never be carried to the point of enthusiasm or passion (pp. 160 f). Like Bottom, Professor Shils will "roar you as gently as any sucking dove," and the result is neither a good roar nor a convincing plea for moderation.—HUGO NIBLEY, *Brigham Young University*.

The Right to Read: The Battle Against Censorship. BY PAUL BLANSHARD. (Boston: The Beacon Press. 1955. Pp. 339. \$3.50.)

An examination of literary censorship in all its forms and for all types of printed matter, with conclusions that the picture in this country though "not altogether pleasing . . . is far from helpless," is "gratifying" when looked at in the perspective of history, and is cause for being "cautiously cheerful" when comparison is made with other countries. It is a plea for an open society but with moderate conclusions on removal of existing legal restraints.

Case Studies in Personnel Security. COLLECTED UNDER THE DIRECTION OF ADAM YARMOLINSKY. (Washington, D. C.: The Bureau of National Affairs, Inc. 1955. Pp. x, 310.)

A collection of fifty personnel security cases based on information from the files of lawyers who advised or represented the cases.

information is given: the employment status of the individual concerned, the charges against the employee, the employee's response, a summary of the hearing or hearings, and the result. Thirty-one of the fifty cases involve government civilian employees; fifteen, industrial employees; two, military personnel; one, a seaman; and one, an employee of a United Nations agency abroad.

Merchants, Farmers, and Railroads: Railroad Regulation and New York Politics, 1850-1887. BY LEE BENSON. (Cambridge, Mass.: Harvard University Press. 1955. Pp. x, 318. \$5.50.)

This is a significant addition to the literature on the movement for railroad regulation in this country. It traces from the so-called Free Railroad Law of 1850 to the Interstate Commerce Act of 1887 the influence of New York interests toward railroad regulation. Its theme is that the merchants and farmers of the Empire State, rather than the agrarians of the West, took the lead in this important movement. It argues incidentally that the theoretical bases for American railroad reform came from abroad (pp. 204-207) and that leading railroad officials had come to favor regulation (though not the long-short haul and anti-pooling provisions) by the middle eighties (pp. 242-246). And behind the movement from *laissez faire* to national regulation was a "Communications [Transportation] Revolution." The account is thoroughly documented and spiced with plentiful references to the individuals and events of the period.

Natural Resources and the Political Struggle. BY NORMAN WENGERT. (Garden City, N.Y.: Doubleday & Co., Inc. 1955. Pp. 71. \$9.50.)

This little study sketches the problem of decision-making by government in one field. Its theses are that the political process is pluralistic, that "policy itself is pluralistic" (p. 13), that struggle by groups must be accepted as an ingredient of the political process, that "operational goals and functional definitions may be most useful as criteria for social policy and action" (p. 65). "But what is important, even indispensable, is the constant, unrelenting search for the public interest and a dedication to furthering programs and policies which on the basis of the best judgments at the time of decision will advance the public good" (p. 66, author's italics). There is thoughtful reflection on the

in future resource policy development, intergovernmental relations, and of the search for criteria for resource policy.

Monopoly in America: The Government as Promoter. BY WALTER ADAMS AND HORACE M. GRAY. (New York: The Macmillan Company. 1955. Pp. xv, 221. \$2.75.)

Through chapters on "Regulation and Public Utilities," "Tax and Expenditure Policies," "Procurement for Defense," "Disposal of Surplus Property," and "Legislation and Atomic Energy," a friend of competition the regulator in the economy shows the effects of government policy toward growth of "monopoly" and how a "subtle transformation in the power structure of society" has been accepted as "natural" and "inevitable."

Congress and Parliament: Their Organization and Operation in the U.S. and the U.K. BY GEORGE B. GALLOWAY. (Washington, D.C.: National Planning Association. 1955. Pp. ix, 105. \$1.50.)

A brief but excellent comparative survey of the American and British parliamentary practices made by the well-known Senior Specialist in American Government of the Library of Congress, financed by a grant from the Ford Foundation, and published under the auspices of the NPA Special Project Committee for the Study of Congress and Parliament.

The Political Process: Executive Bureau-Legislative Committee Relations. BY J. LEIPER FREEMAN. (Garden City, New York: Doubleday & Company, Inc. 1955. Pp. vii, 72. 95¢.)

An analysis of the interactions of the three key participants—congressional committees, executive bureaus, and interest groups—in the making of policy in the "crucial sub-systems of the larger political system." Reference is made particularly to an illustrative case, that of policy-making on Indian affairs.

Rural Versus Urban Political Power: The Nature and Consequences of Unbalanced Representation. BY GORDON E. BAKER. (Garden City, New York: Doubleday & Company Inc. 1955. Pp. viii, 70. 95¢.)

A concise discussion of the growth and effects of unbalanced representation of urban and rural areas in American government.

MITTED TO THE GOVERNOR AND LEGISLATURE. (Trenton, N.J.: New Jersey. 1955. Pp. vi, 200.)

A statement of policy with recommendations concerning Federal grants-in-aid on related tax matters with particular reference to the State of New Jersey.

Federal Control of Public Education: An Appraisal. BY DAWSON HALES. (New York: Columbia University, Teachers Bureau of Publications. 1954. Pp. 37. \$3.75.)

A critical appraisal of the traditional principle of local control of public education in the United States in the light of vast changes in society, with recommendations for federal, state, and local action "to meet the demands of contemporary conditions."

Western Massachusetts in the Revolution. BY ROBERT J. TAYLOR. (Providence: Brown University Press. 1954. Pp. viii, 224.)

A study of the significance of Western Massachusetts, politically and socially, in the history of that state during and after the American Revolution. The account covers the ratification of the Federal Constitution and the Massachusetts ratifying convention.

The Founding Fathers. BY NATHAN PHIPPS. (New York: G. P. Putnam's Sons. 1954. Pp. x, 630. \$6.00.)

A readable account of the men and events that shaped the course of the history during the administrations of George Washington and John Adams.

County Court Records of Accomack-Norfolk, Virginia: 1632-1640. BY SAMUEL AMES WITH A PREFATORY NOTE BY S. PHILBRICK. (Washington: The Historical Association. 1954. Pp. 130.)

This collection of the "oldest county court records in America" is of great interest to students of early legal and local government institutions. An informative introduction by the editor provides the necessary background for an understanding of the early settlement that produced these records.

Ogg and Ray's Introduction to American Government. BY WILLIAM H. YOUNG. (New York: Appleton-Century-Crofts, Inc. 1955. Pp. x, 272. \$2.00.)