

on George Catlin; but the pivotal figure is his father Putnam, whose letters to different members of the family seem to contain the most news about the clan. They also contain the admonitions, hopes, and fears of a devoted but stern father. One does not get far into the book before Putnam and his flock come to life.

According to the Preface, all of the letters written by George appear in their entirety because of his greater importance. Many letters by other Catlins have been omitted because they have little or no bearing on the artist's career. Most members of the family wrote well, but it is not the literary style of the epistles that gives the book its significance. The correspondence helps to fill in certain gaps in George's activities and to clarify or correct some previous statements about him. The general reader, whether interested in pioneer painters or not, will doubtless find that the letters reveal in an intriguing way the personal relationships of members of a good, forthright American family living in the middle years of the nineteenth century.

These letters were only recently discovered in an old, small trunk. The author, a granddaughter of George Catlin's youngest brother Francis, has compiled the material with skill and discrimination; and she is to be commended upon the straightforward and candid commentaries sprinkled throughout the book. The lives of her ancestors have not been glossed over nor tinted with rosy colors.

If the reader is introduced to George Catlin through this book of letters rather than through one of the previously published biographical narratives, he would do well to read one of the latter—particularly one that is well illustrated. Otherwise he has no idea of the style, quality, or appearance of the paintings and drawings themselves. After all, it is the *work* of the artist that really counts.

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The Politics of State Expenditure in Illinois. By Thomas J. Anton. (Urbana: University of Illinois Press, 1966. Pp. viii, 286. Notes, tables, appendix, index. \$6.75.)

For many students of government management and finance, this book will almost certainly be disturbing, for its findings are anything but orthodox. It is this very aspect of the study, however, which is most intriguing. Anton's subject is the process of making expenditure decisions for state government in Illinois for the 1963-1965 biennium. He treats these expenditure decisions as a social action system and acknowledges the influence of the Parsonian school. In delineating his area of concern, he specifically limits his study to observation of state officials charged with the budgeting and appropriating process and confines his examination to "general-fund" expenditures. While he does not attempt to examine the operation of the decision system over time, he provides adequate historical background.

One of the most striking findings of the study, and one that Anton acknowledges as highly significant, is that the Illinois budgeting and appropriating system has almost no relationship to the substantive pro-

grams or policies of state agencies. Major policy changes with significant expenditure implications must come from outside the budgeting-appropriating system, since the very structure of the system is biased against change. The major values of the system include such ideas as balancing the budget and routinely cutting agency requests at the review stage; its forms are focused on the "book," or budget document, and appropriation bills in the legislature. Evaluation of agency performance or public service needs is not relevant.

As in all decision making, key elements in the Illinois expenditure system are the store of available information and the communications network. By virtue of nearly complete control of both, the budget superintendent becomes one of the most powerful actors. His influence is exceeded only by that of the governor; but since the latter is frequently a relative newcomer, he suffers because of lack of detailed knowledge of the game.

Other major findings are that the remaining formal participants—primarily the budget review commission and the legislators—simply do not have sufficient information or time to consider the policy implications of expenditure proposals and that the Illinois system falls far short of the standard models of budgeting.

This summary review of the author's conclusions tends to obscure the relatively heavy theoretical emphasis of the book. Anton does a careful job of discussing his subject in terms of his chosen conceptual framework, and he does not claim to develop a new model which might fit the events he describes. The latter is a little disappointing, but such an attempt would probably have made the task unmanageable as a single project.

Because the study hews so carefully to its defined objectives, some of the more exciting aspects of expenditure decisions, such as the process by which it was decided to undertake a major expansion of the mental health program, and some of the other influence patterns, such as legislator-agency relationships and the role of interest groups, are necessarily left aside. It is interesting to speculate what meaning Anton's findings and future studies of a comparative nature may have for attempts already under discussion to graft the new federal concept of the "planning, programming, budgeting system" onto state and local patterns of expenditure decisions.

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Lincoln's Preparation for Greatness: The Illinois Legislative Years. By Paul Simon. (Norman: University of Oklahoma Press, 1965. Pp. xv, 335. Notes, illustrations, index. \$6.95.)

Despite the vast number of published works about Lincoln, historians have paid little attention to his long and active role in Illinois politics, especially to his four terms in the Illinois legislature. Paul Simon, a publisher of several weekly newspapers and a member of the Illinois legislature since 1954, has attempted, with partial success, to fill this void.