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Unequal Alliance

Mark N. Katz

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ing, Professor Albion's work presages some of the influential studies done in the 1960s and 1970s. Unlike these works, however, he does not deal in "models" and does not describe abstract forces. Albion's analysis portrays many of the ideas involved in bureaucratic policymaking by using anecdotes that emphasize men at work within the office buildings of the U.S. Navy. Albion's great narrative ability and his incisive understanding of naval affairs combine here in an extremely important study for the history of the U.S. Navy. There is no doubt that it is the work of a master craftsman.

Albion's manuscript has benefited from Rowena Reed's addition of an annotated bibliography that summarizes the main work that has been done in this field in the years since 1950. She has done much excellent work in paring the manuscript and bringing the rough drafts into publishable form. One regrets, however, that such a distinguished work must be published in a form that looks like typed pages rather than a printed book. Moreover, there are some occasional editorial oversights. There are a few unimportant matters of wording that mar the text. More seriously, however, the table that summarizes the results of congressional debates on battleships between 1886 and 1916 was "not available for publication" (p. 211). The editor should have either provided a table or altered the wording of the text so that the absence of the table was not such an obvious omission. Additionally, the editor would have been well advised to make clear the natural division of the text into two parts: 1789-1939 and 1939-1947. As it stands, only a careful reader of the volume readily perceives the division.

Despite some unimportant editorial flaws, Professor Albion's work stands, as it has for 30 years, as the unsurpassed general analysis of the changing process by which American

leaders determined what the U.S. Navy would be and what it would do.

JOHN B. HATTENDORF
Naval War College

Child, John. *Unequal Alliance: The Inter-American Military System, 1938-1978*. Boulder, Colo.: Westview Press, 1980. 253pp.

John Child's book is a careful and painstaking study of the inter-American military system over a 40-year period. The author traces it from its origins and growth in World War II, its stagnation in the 1945-61 period, its resurgence in the 1960s to counter Cuban-sponsored insurgencies, and finally its decline and fragmentation since the late 1960s.

Particularly valuable in this study is the author's discussion of current Latin American politicomilitary theories and concepts. The author finds that most military rulers (even those that Americans consider to be conservative) adhere to a doctrine of national security and development. This doctrine has its roots in the Kennedy administration counterinsurgency and civic action program, Marxism, and dependency theory. This doctrine calls for the rapid economic and social development of Latin American nations along with increased ability to oppose militarily both internal and external threats under the leadership of military rule. Latin American military regimes, then, view themselves not as a conservative force, but as a progressive and sometimes even radical one. Further, military regimes envision themselves as being the sole force able to implement such a program as civilian democracies are both weak internally and too susceptible to external influence (including that of the United States).

The author also describes how there have been several consequences of the Latin American perception that the military power of the United States is on the decline. First, and most obvious, has been a greater tendency for Latin

American nations to assert their independence from U.S. foreign policy. In addition, there has arisen a greater potential for conflict within and between Latin American nations. Finally, the military in certain Latin American nations, such as Brazil and Argentina, have developed great power pretensions of their own as has been reflected both in their foreign policies and politicomilitary theories. All of these phenomena have tended to decrease the functioning and effectiveness of the inter-American military system.

There was one important point, however, that the author did not address. While he devoted much attention to the ideas and policies of the military in military-ruled nations, he said nothing about military thought in democratic ones. Especially of interest would have been a discussion of the attitudes of the military in democratic nations toward military cooperation with the United States and toward the doctrine of national security and development that military regimes espouse.

On the whole, though, this book is an excellent piece of scholarship that sheds much light on a subject that is generally paid too little attention. In the United States, the study of ideology has focused almost exclusively on communist ideology. Child demonstrates that there are other groups as well whose ideology merits attention if the United States is to understand and deal with them effectively.

MARK N. KATZ
The Brookings Institution

Coletta, Paolo E., ed. *American Secretaries of the Navy*. Annapolis, Md.: Naval Institute Press, 1980. 2v., 1028pp.

An American Secretary of the Navy is the product of a complexity of factors.

He is appointed by and serves at the

pleasure of the President; he must be confirmed by the Senate; once in office he has to deal with the professional leaders of the service (whose aims may or may not agree with administration policy) and, until recently, with the Congress (which may or may not be in a mood to appropriate). He himself may or may not have clear ideas regarding the needs of the moment.

Over and above these abiding realities, the nature of both incumbent and office have been subject to evolutionary change. In the period before the Civil War the sources from which appointees were generally drawn shifted from the early merchants and shipowners to a predominance of party stalwarts (with an admixture of literary folk). Since the later 19th century, as command authority has diminished and problems of procurement have come to dominate, the appointment of businessmen, lawyers, and bankers (with an admixture of politicians and newspaper publishers) has been the rule. Viewing the office itself, the establishment of the Board of Navy Commissioners (1815), the bureau system (1842), the General Board (1900), the aide system (1909), and the office of the CNO (1915) gradually transformed the relations between the Secretary and his professional advisers. More recently, the coming of the Joint Chiefs, the unification of 1947, and the advent of McNamara have affected his position within the federal government.

To guide his 21 contributors to this biographical dictionary through these 2 centuries of continuity and change, the editor set the goal of an assessment of "the men and measures responsible for the administration of the Navy." That such an aim leads beyond the 60 secretaries who served between 1798 and 1972 is indicated by the first two essays on "The Revolutionary Navy" and "The Fleetless Nation." At the risk of some further violence to the title (but with some profit to the student of these