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Book Reviews

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BOOK REVIEWS

WILLIAM F. BYRON [ED.]

BOOKS AND DOCUMENTS: DATING, PERMANENCE, AND PRESERVATION.
By *Julius Grant*. xii+218 pp.
Grafton & Co., London, 1937.
10 s. 6 d. net.

As the subtitle would indicate, this book has been prepared primarily for the use of librarians, archivists, microanalysts, and examiners of questioned documents, as well as for those concerned with the manufacture and production of documents and books generally. Written by one of the authors of the well known treatise "Fluorescence Analysis in Ultra-Violet Light," the present volume represents a valuable contribution to the field of document examination, since it brings together for the first time and in readily usable form the principal laboratory methods for determining the age of printed or written documents.

The book is divided into two distinct parts, the first dealing with methods of dating, and the second with the permanence and preservation of books and documents. Part One, of 92 pages, contains chapters devoted to "The History of Paper-Making," "Dating Evidence From Paper," "Dating Evidence From Ink and Other Sources," "Experimental Dating Tests," and "Flourescence in Ultra-Violet Light as a Simple Aid to the Dating and Examination of Books and Documents." Part Two, while not concerned directly with problems of age determina-

tion, contains much information on paper and ink manufacture which should be of value to the laboratory technician.

The chapter on ultra-violet light presents an excellent summary of the technique and practical application of fluorescence analysis in the examination of documents, although the reviewer is of the opinion that the space devoted to the subject (20 pages) is out of proportion to its importance as a means of establishing date of manufacture. Other means of dating, such as analysis of letter forms, watermarks, general typography, etc., which the author barely mentions, might well have received more space, notwithstanding that such phases could not be treated comprehensively in a volume of this size and scope.

The chapters on ink and paper, and the chronological table (pp. 41-44) on book materials and manufacture are especially noteworthy and should be of particular interest and value to those whose work bear either directly or indirectly on the dating of books and manuscripts.

The book is attractively printed and bound and may be confidently recommended to all concerned with the investigation of documents.

M. EDWIN O'NEILL.

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A BIBLIOGRAPHY OF POLICE ADMINISTRATION AND POLICE SCIENCE. By Sarah Greer. xv+152 pp. Institute of Public Administration, Columbia University, New York, 1936. \$1.50.

Although numerous bibliographies have appeared concerning special phases of police work and a few have been published in which an attempt was made to cover the whole field, the present volume, prepared by the librarian of the Institute of Public Administration, represents the first adequate and reasonably comprehensive treatment of the subject which has thus far appeared. The book contains carefully chosen references to the police forces and police problems of all the principal countries of the world, and special sections relating to Federal, State, Municipal and Private police of this country, as well as unusually complete listings of books and articles dealing with "Special Administrative Problems," "Police Science," "Periodicals," "Crime and Criminal Statistics," "Organized Crime" and "Criminal Law and Criminal Procedure."

The section dealing with works on Police Science, covering 40 pages, is of sufficient value to justify purchase of the book. Although a number of important papers in this field have been omitted, the bibliography is sufficiently comprehensive to enable the student and investigator to cover the literature on any particular subject with satisfactory completeness, especially since many of the works cited also contain detailed bibliographies relating to specialized subjects.

The material in the book is carefully organized and arranged; and with the aid of the author index and detailed table of contents, no

difficulty is experienced in locating references easily and rapidly.

This book should prove valuable to the expert, and of interest to police officers generally. It deserves a place in the library of every student of police administration and police science.

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VÄKIVALTARIKOLLISUUDEN RIIPUVAISUUS KANSANLUONTEESTA JA MUUSTA ETNILLISISTÄ TEKIJÖISTÄ. TILASTOLLIS — KRIMINOLOGINEN TUTKIMUS [Crimes of violence in relationship to the character of a people and other ethnic factors. A statistical criminological investigation]. By Veli Verkeko. Pp. 385. Helsinki, 1936.

The purpose of this study is to investigate crimes of violence, i. e., assaults and offenses against life and their causal relationship among different nationalities and peoples, throwing light on the question of whether the social milieu or racial characteristics have the greater influence on the ethnic factors.

The study is in two parts. The first, containing statistical data concerning the effects of ethnic factors, fixes the extent of the criminality in ethnic groups. The second deals with causal relationships and analyzes the reasons for the differences in the effects of ethnic factors. The first part indicates what types of offenses dominate in different countries and peoples. In the second part the extent to which such crimes are due to alcohol consumption is considered. The sixty-nine countries dealt with are

grouped in four main categories, but each country is subjected to ecological analysis. The main categories are:

(1) Countries with high frequency of crimes of violence (the number of completed intentional crimes, infanticide excepted, being at least 4 per 100,000) mainly dependent on alcohol consumption.

(2) Countries with high frequency; little or no dependence on alcohol consumption.

(3) Countries with small or average frequency, considerably due to alcohol consumption.

(4) Countries with small or average frequency with little or no dependence on alcohol consumption.

The last section of the second part summarizes the effects of ethnic factors.

THORSTEN SELLIN.

University of Pennsylvania.

WARNER, SAM BASS, AND HENRY B. CABOT. *Judges and Law Reform*. Pp. viii, 246. Cambridge, Mass., Harvard University Press, 1936. \$3.00.

This volume is an administrative appraisal of the judicial establishment in Boston as it functions in the administration of criminal justice, and as such it carries forward the work of the three preceding volumes of the Harvard Law School Survey of Crime in Boston. The authors are careful to state that their study is not exhaustive, but the reader should not be misled by this admission. The inquiry is altogether adequate to support an important set of conclusions on the problems which are considered. Greater thoroughness and more detail would probably be superfluous.

The preface defines the problems of the study in the following terms: "This volume . . . is concerned with the administration of criminal justice in the courts. Is it swift and is it sure? Is the public a willing participant? What can be done to improve the quality of juries? Why have judges failed to take the lead in reform and can we expect them to do so in the future?" In pursuit of this analysis, the authors have given unusual and heartening emphasis to the fact that the work of the judge in minor criminal cases is primarily an administrative problem. A most significant aspect of their study is the demonstration that the courts through the trial and error of experience and under the impact of necessity have "hammered the traditional trial into a new shape in their attempt to adapt it to the handling of petty cases." To the extent that it is used in the disposition of petty cases, the summary technique without deliberation and without investigation is reasonably successful, although they suggest a more frankly administrative treatment of those multitudinous petty infractions which are not crimes in any accepted sense of the term in the eyes of the community.

The injury which this situation imposes on the cause of law enforcement occurs because the pressure forces the application of this same summary process to the more serious cases which need investigation and deliberation but which our present procedure throws into the same hopper.

Of the other phases of the study, some have primarily local interest because they arise from the special circumstances of Boston's judicial organization. For example, one special handicap which faces the

district judges is the fact that the defendant convicted in the lower court may seek a new trial in the superior court. The details of administration of the jury system are also matters which vary widely from one community to another. On the other hand, however, it is of wide general interest to note the comments that the assistant district attorneys are so overburdened that preparation is impossible, or that the impulse of witnesses and the public to cooperate is seriously discouraged by duplications of hearings, delays, continuances, physical discomfort, discourteous attorneys, and a host of other inconveniences. Other questions taken up include the possibility of a separate disposition tribunal to handle the problem of sentencing, the need for unification of the court structure, the elimination of part-time judicial service, and the general improvement of judicial personnel.

Perhaps the most comprehensive issue in the inquiry is the relation of the judges to the improvement of this branch of law administration. Over the last century the legislatures have succeeded either in taking or in bluffing the courts out of the field of procedural reform, "but this has not resulted in the legislature occupying it." The legislature has neither the time, the experience, nor the inclination to effect the improvements needed. After decades of dormance, the authors find a new willingness on the part of the judges to assume some responsibility in this direction. They conclude, however, that effective employment of this new interest requires the authoritative encouragement which would come from a legislative grant of the rule-making power. They believe that

this assignment of responsibility not only would bring improvement in the procedure and administration of justice, but would enhance the prestige and the importance of the bench sufficiently to bring back to judicial office those abler members of the bar who now avoid it.

EARL H. DE LONG.

Northwestern University.

I KNEW THEM IN PRISON. By *Mary B. Harris*. Pp. xiii, 407. New York, Viking Press, 1936. \$3.00.

This is an extraordinary book by a remarkable person. It treats of the induction of a distinguished scholar in the Classics into the trackless jungle of American penology. Returning from a period of study abroad, the author was persuaded by her friend, Dr. Katherine B. Davis, then Commissioner of Correction for New York City, to accept a supposedly temporary appointment as Superintendent of the Women's Workhouse on Blackwell's Island. That was on July 1, 1914. Of the appointment Dr. Davis tersely said, "I found her on the dock and sent her to the Workhouse." But it seems thereby that Dr. Harris had contracted with her destiny. For three years and a half she remained at the Workhouse, battling against unspeakable odds. She then moved to take charge of the State Reformatory for Women at Clinton, New Jersey, where she remained until April, 1919; though during part of this time she was engaged in service in connection with the war training camps under the leadership of Mrs. Martha P. Falconer. In May, 1919, she was commissioned to take charge of the State Home for Girls in Trenton, New Jersey, and here she remained

until, January, 1925. At this time Dr. Harris was called in for consultation regarding the plans for the new Federal Industrial Institution for Women at Alderson, West Virginia. She became the first superintendent of this institution which held its formal opening on November 24, 1928; and she is still on this job.

The author's own story of her development in these fields is effectively told with modesty and humor. It reveals unusual insight into the defects of our penal system, and a quick apprehension of the kind of leadership which is necessary for getting us out of the mess. Her initial experience at the Workhouse acquainted her with all the depressing futilities of the traditional prison system; but her limited authority and experience were not adequate for making the sweeping changes which the situation required. She concludes her discussion of the Workhouse with the following words:

"Until our prisons are removed from politics, and the men and women who give their best years, their best thought and endeavor, to work in the penal field are assured of an honorable and permanent career, these prisons will continue to be cankers in the body politic. Civil service, administered without partisanship and liberally enough to include the best candidates available, is the first and obvious step; but it will not cure the present trouble unless it too is free from political influence and is courageously administered."

At Clinton Farms Dr. Harris was fortunate to have the support of a strong board which was sympathetic with modern methods, and gave her a free hand. It was here she had her first experience with in-

mate self-government, of the value of which she became firmly convinced. She also had the opportunity to assimilate a knowledge of the methods and problems of a well-run institution. Her war experience in connection with the women who hovered around the military camps was a further preparation for her ultimate job at Alderson. As one notes her progress, one wonders in what way and to what extent her expert knowledge of the Classics found application. One has heard many defenses of the Classics, but never that they should form part of the equipment of those who plan to work with delinquent women!

After her work at Clinton Farms for over five years Dr. Harris was in charge of the State Home for Girls at Trenton, New Jersey. The institution which she took over was in a thoroughly decrepit condition, and the morale was at a very low point. Moreover, among the inmates there were a large number of psychopaths and feebleminded who were impossible to assimilate, and who should have been placed in an institution more designed for their types. Harrowing experiences marred the author's first months at this State Home, including frequent escapes, an arson case, which had to be taken to court, political attacks on the new management, and unfair newspaper publicity concerning affairs at the institution. But the authorities of the newly organized penal system in New Jersey, including Burdette G. Lewis, stood steadfastly by Dr. Harris, and gradually the affairs of the institution took on a different complexion. Education, medical service, recreation, classification, personnel, and all other features of the institution, were brought into

line with modern, scientific ideas. The author revealed a remarkable alacrity in assimilating the ideas of the newer penology. Perhaps it was in this regard that her previous scientific training in another field served her so well. Or, can her achievement be attributed just to good intelligence and a woman's insight? However, one must not forget that the foundations for her efforts had been laid by the reorganization of the penal system of the State under the leadership of Governor Dwight Morrow. It is clear that fearless political leadership and trained intelligence are both necessary for bringing our penal institutions out of the morass.

The climax of this thrilling story came with the author's appointment to the superintendency of the new Federal institution at Alderson. Sometimes, in this sorry world, the right person gets in the right place, and such was the case in this instance. Here she had the enviable opportunity of "starting from scratch," not having to take over someone's else mess, and flounder along without sufficient authority. Apparently she had her finger in every last detail of the plans from the color of the roofs to the selection of the breed of the hogs! There has now been nearly a decade of stunning achievement for this institution under her guidance. One fact has been strongly on her side, namely, that Alderson is restricted to the more hopeful cases of first offenders who could presumably profit by a regime of enlightenment. Nor are the "Mols" of known gangsters sent there, whose escape might be aided by pals on the outside. But saying this does not detract from the real achievements of the institution under the leadership of Dr. Harris.

Telling evidence is to be found in some of the letters from former drug addicts who have kept in touch with her since their release. But, again, in an evaluation of her work one must not forget that the Federal Bureau of Prisons, under the leadership of Sanford Bates, has given strong support in all her work. The result is that, today, Alderson is perhaps the brightest spot in the otherwise dark background of American penology.

To repeat, the marvel of this story lies in the quick transfer of intelligence and skill from one field to another quite remote from the author's original interest. Intuitively she grasps the sense of her clients' predicament, and a knowledge of ways to meet them effectively. A sociologist is gratified to find her quoting from Cooley (though she does not name him) to the following effect:

"A book on *Life and the Student* says: 'It was a formidable criticism when a student said, "They do not know I am here." In fact no teacher or official does, in most cases, become aware of the student as a human whole; he is known only by detached and artificial functions.' This indictment of educational institutions can be brought even more generally against penal and correctional institutions, where the individual rarely stands out unless he is irritatingly anti-social or conspicuously useful. The bulk of any institutional population, whether it is termed 'the average student' or the 'good prisoner,' slips along without much attention from those who have its welfare in charge."

It is a volume that one would like to put in the hands of all penal administrators. But, alas, much of it would go over their heads, even

if they could be induced to read it.

ARTHUR EVANS WOOD.

University of Michigan.

THE PRISON SYSTEM IN ILLINOIS. By the Illinois Prison Inquiry Commission. Pp. 684. Illinois Department of Public Welfare, Springfield, Illinois, 1937.

The Governor of Illinois in February, 1936, appointed a Prison Inquiry Commission of eight members to survey the prison system of Illinois and make recommendations for its improvement. Joseph H. Schlarman, Bishop of Peoria, was made chairman of the Commission and Henry Barrett Chamberlin, Director of the Chicago Crime Commission, was made director of the inquiry. The report of the year's work of this Commission is an important contribution to penology.

The major recommendation of this Commission is that the control of penal institutions, parole, and probation be placed in one administrative board of five members appointed for terms of fifteen years, after an initial period in which the terms should be staggered so that one member would be appointed every three years. This Board would have control of the appointment, discipline, and discharge of all employees in the prison system and of all other matters pertaining to the administration of the system.

One of the obvious purposes of this recommendation is to take the penal system "out of politics." A penal system is inevitably a failure as an agency of social control so long as it is an object of exploitation by a predatory political party through patronage, favoritism in contracts, and other ways. Unless

appointments can be made and contracts let without consideration of party affiliation, a State can not solve its crime problem. The use of public funds for party purposes which are in conflict with public purposes is essentially criminal misapplication of funds. No one knows better than the prisoners that those who are purporting to be attempting to reform criminals are themselves involved in this predatory misapplication of funds. The elimination of "politics" can probably be secured completely only by a change in general public attitudes, but no formal change will assist more in producing such a change in public attitudes than the selection of a board of administration in the manner recommended.

A question arises in regard to the scope of the work of this Board, namely, the inclusion of probation as a part of its function. In the first place, this may be found to be unconstitutional in view of the Illinois decision that probation is a function of the courts. In the second place, the National Probation Association and some local probation leaders have been fighting to maintain a separation between probation and penal methods, and between probationers and prisoners. Nevertheless, the centralization of these functions has definite values.

The prison schedule prepared by W. Abraham Goldberg of Chicago was adopted as the basis of procedure in the study of the prisons. This schedule determined the general scope of the report, for it is concerned primarily with the physical equipment and the formal policies and organization of the institutions. In the one-hundred-page description of the prison at

Menard, for instance, one-fifth is on the buildings and physical equipment; one-fifth on the provisions for sanitation, health, and food; a little less than one-fifth on prison industries; one-tenth on education, recreation, and religion; one-tenth on the prison regulations; and the remainder on the prison record system, the classes of prisoners, and the prison personnel.

In regard to each of these items and of a relatively large number of sub-items, recommendations are made. Each part of the institutional organization and policies was studied carefully with an eye to methods by which it could be improved. In this respect no other report of a study of a penal institution reaches the excellence of this report. With the facts as reported and the recommendations regarding these details of administration there is little room for disagreement. The adoption of the recommendations would certainly improve the prison system of Illinois.

Important as are such details of the plant and of the formal organization, probably more important is the professional personnel employed in these institutions to study the individual prisoners and to adjust treatment to their individual needs. Little effort is being made to rehabilitate prisoners except by these professional groups of psychiatrists, psychologists, and sociologists. The Commission makes three types of recommendations regarding this professional work: first, increase the number of such men so that they may perform their services more effectively; second, call on the universities for advisory services and research work; third, make the administrative authorities members of the classification com-

mittees. On the desirability of the first and second recommendations there can be no question. While the third recommendation is highly desirable, it seems to call for a reorganization which was not discussed. At present all prisoners from the northern half of the State are sent first to the Diagnostic Depot at Joliet, where they are studied by a classification committee and thereafter distributed to the several institutions with recommendations regarding each. The professional group is in the Diagnostic Depot; the administrative authorities are in their several institutions. Under those conditions it is not possible for an administrative head of an institution to be a member of the classification committee except on paper.

If the classification committee and the administrative authorities are to be brought into closer coordination, which is definitely desirable, each institution should have a classification committee to study and direct its prisoners; the superintendent of the institution should be a member of this committee. This would mean a reduction in the work at the Diagnostic Depot, where at present decisions in regard to institutional placement are made principally on the basis of the age and formal criminal record of the offender.

The work of this professional group is frequently described as though it went on in a vacuum. As a matter of fact it goes on in a prison situation, and the most significant elements in the prison situation are the attitudes of the prisoners, with their scale of values and their public opinion. These attitudes of prisoners are the agencies by which the attitudes and behavior of any particular prisoner

are determined. The professional staff and the administrative staff are in contact with an average prisoner for a very few hours, while the other prisoners are in contact with him almost constantly. Moreover, the prisoners and the authorities are generally in conflict. Efforts to modify prisoners, one at a time, are necessarily ineffective. Both the individual and the situation should be brought within the scope of work of the professional group which is attempting to develop treatment policies. Thomas Mott Osborne is an illustration of a person who was attempting to modify the prison situation. It is not necessary to subscribe to his particular method of community organization in order

to realize the importance of this group approach to the treatment of prisoners, and the desirability of supplementing the method of individual diagnosis and individual treatment.

It is not possible to discuss or even mention all of the significant recommendations for the improvement of the Illinois prison system. Of these other recommendations none is more sensible than the recommendation that any additional institutions which may be constructed should be of the medium or minimum security type. There are plenty of institutions of the bastille type to hold all of the prisoners who need that high degree of security.

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