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Book Reviews

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BOOK REVIEWS

Edited by
 Bernard Cohen

CRIME IN AMERICA: OBSERVATIONS ON ITS NATURE, CAUSES, PREVENTION AND CONTROL. By *Ramsey Clark*, Introduction by Tom Wicker. New York: Pocket Books, 1971 Pp. xiv, 326. Paperbound \$1.50.

If Jean Jacques Rousseau, Charles Reich, a chairman of a Democratic platform committee, B. F. Skinner, Billy Graham and Tom Wicker were to sit down and thrash out a book on this country's crime and criminal justice problems, that volume would probably look akin to Ramsey Clark's "Crime in America." Reverend Graham might file a dissent to parts of the analyses on causes of crime and to the demand for moral responsibility only from the police, prosecutor and economically comfortable segments of our society.

This book properly claims to be only observations about crime and its control. In addition to cold statistics that are well gathered and well used, Mr. Clark comments on many of our most pressing problems concerning crime in America. But in most instances the important issues are not discussed in sufficient detail while others barely receive acknowledgement. We do discover what is known and unknown about the extent of crime in our society. We do obtain a broad view of police activity and problems. We do acquire some facts about court processes and the overwhelming administrative disposition of criminal cases. We do learn the broad failure of the correction system. Moreover, we receive lengthy expositions on special problems such as drugs, gun control, organized crime, electronic eavesdropping, pretrial detention, control of demonstrations, confessions and the death penalty. However, Mr. Clark barely touches on either the potential or limitations of technology. Although the overwhelming majority of convicted offenders are in the community on probation and parole these key aspects of corrections barely receive acknowledgment. Surprisingly, also, the criminal defense function is virtually ignored.

The most lengthy analyses of particular problems relate to those directly faced by Mr. Clark when he was Attorney General of the United

States. Accordingly, most of the author's orientation and examples about criminal justice point to the federal system. The states receive secondary mention, and city courts and jails rise to the surface on astoundingly infrequent occasions.

The author takes firm, liberal positions on significant popular issues in law enforcement. He calls for the abolition of the death penalty and of electronic surveillance. He argues passionately for federal registration of all firearms and licensing of all who possess them. He urges the legalization of marijuana. He states that the "greatest harm we could suffer from organized crime would be to permit it to distract us from the major problems we face" in controlling crime.

As to crime and criminal justice, this book brings little new knowledge to the professional or to the ghetto resident. Indeed, besieged ghetto residents might snicker at Clark's contention that each faces violent crime victimization only once every twenty years. The middleclass suburbanite can probably learn much information new to him or her and can take comfort in the author's assertion that violent crime will come their way only once every 200 to 400 years. But even the suburbanite will exhibit frustration at the rather superficial treatment of the chapter on drugs. And every citizen, particularly those in the highest crime areas of the inner city, will find only despair in Clark's thought that the level of crime in our society can be reduced significantly only by massive social reform.

The author fails to analyze the basic dilemmas of criminal justice. For example, the plea for community corrections omits the community resentment of decentralized facilities in one's own neighborhood. His total declaration of faith in professional treatment programs stands in sharp contrast to the unmentioned tough, disciplined, self-demanding habilitation and counselling programs operated by ex-offenders for released prisoners. On personnel reform, the author does not face up to the problem that higher salaries, the implacability of civil service and the elevation of

education requirements cements the middle-class orientation of criminal justice and shuts the door on minority applicants. Clark also avoids the whole question of how mass volume in the courts negates the search for individual justice. And there is no answer to the cry of the law-abiding ghetto resident that lack of personal safety is a gross denial of individual liberty and severely damages efforts to improve schools and transportation and establish new businesses and housing.

To me, however, the guts of this book is not only crime and criminal justice. It is also Ramsey Clark's Sermon on the Mount. It is a moral outline for social reform in America and depends on four themes that pervade each section of the book: 1) As rational human beings, we will all yield to the appeal of reason; 2) there is no conflict or contest between liberty and safety; 3) even the optimum criminal justice system can never reduce crime very much until social reform eliminates poverty; and 4) achievement of a just and poverty-free society is only a matter of will.

The "we must . . ." and "we should . . ." predominate. I guess it is not the function of a prophet to tell us how. Says Clark, after noting that these "are not the simple days of Concord":

Our fragile cities, barely functioning, must effectively provide transportation, education, power, labor, telephone service, mass communications, garbage collection, sewage disposal, health services, police and fire protection, parks, recreation opportunity and environments free of pollution, noise, anxiety and violence.

And that's just for openers. Further:

Science must also be brought to bear on human attitudes. Old instincts must be altered. Our reflex to violence can be conditioned out of the American character. . . . We must also contain our acquisitive instinct. Selfishness must be relegated to the past. . . .

For all of Ramsey Clark's admirable passion, humanity and depth of concern, I am not sure he fully grasps the human dilemma, be it black, white or brown. The dynamics of social change and group activity easily discard the noble statement. The tugs and pulls within all of us have not yielded to the moral exhortations of civilization's centuries. I suppose if one is to design the "hows" of society's future, we must all learn to understand and love the totality of humanity, the faults and the virtues. Both leaders and followers need a battle plan.

Even though "Crime in America" provides neither that plan nor vivid reality, somehow we should all be refreshed and renewed by Ramsey Clark's idealism and hopes for the future.

HENRY S. RUTH, JR.

Criminal Justice Coordinating Council.
New York City

CRIME, POWER, AND MORALITY: THE CRIMINAL-LAW PROCESS IN THE UNITED STATES. By *Stuart L. Hills*. Scranton, Penn.: Chandler Publishing Co., 1971. Pp. xi, 215. Paperbound, \$3.25.

Although lively, incisive commentary on the social ills of society is rather common in these tumultuous days, it still is relatively rare, especially when compared with the deluge of texts and readers, to encounter a book of this nature that proceeds from the standpoint of crime and the criminal-law process. Professor Hills has written just such a book.

Crime, Power, and Morality examines the social forces that shape the content and application of criminal law, with the resulting strains in American society. The book is divided into two parts: criminal-law process in America and crime problems and the criminal-law process in action as manifested in marijuana use, the Cosa Nostra and organized crime, and white-collar occupational crime. In the first part, the formulation and application of criminal laws, the impact of criminal sanctions and the public image of crime are treated. Throughout this section Professor Hills adopts the role of debunker as he looks beneath the official or public levels of social reality to consider, among other things, the moral entrepreneurs, the question of legislating private morality, the selective process of criminal justice, the relationship of stratification to criminal status, the conflict between due process and crime control, the negotiated plea of guilty, the symbiotic relations between law enforcers and law violators, and the process of stigmatization.

In the second part of the book, Professor Hills examines several controversial issues related to marijuana use, organized crime, and white-collar crime. With respect to marijuana use, he focuses on the credibility gap between official pronouncements and the experiences of users; the discriminatory law enforcement in this area; and the possibility that any attempt to suppress marijuana use completely could result in a larger black market, inflated prices, and increased centralization of sources of distribution. He also presents a his-

tory of the use of this drug. There is a helpful discussion of changing attitudes and policies, including a look at the ramifications of the recent Drug Abuse Prevention Control Act. In the chapter dealing with the Cosa Nostra, Professor Hills considers its organizational structure, its stereotypes in the mass media, and its association with the desire of minority groups to achieve the American dream. Sections are devoted to the subject of corrupt politicians and to the failure of both the law and the society to view individual criminals as playing crucial roles within criminal organizations. The chapter on white-collar crime contains a history and description of its sundry forms, including vignettes of specific cases. This passage forms the backdrop for an examination of the costs and dangers for the nation, the immunity of white-collar criminals from law enforcement and administration of justice, and cultural resistance to criminal sanctions. The discussion of the political influence of these offenders suggests that it is time sociologists of power, especially power-elite theorists, and criminologists, begin taking more note of each other's work.

In the Epilogue would-be reformers are urged to organize if they wish to achieve success. Also stressed is the need for fundamental alterations in the structure and character of American life before major reforms become possible. Professor Hills comments: "We must come to recognize that many of our crime problems are largely of our own making—a product of our value priorities."

Crime, Power, and Morality is a book with a conscience. Though its tone is not angry, it is concerned. With a fluent, sometimes witty, style, it depicts for all who care to read the nature, the extent, and, above all, the cost of organized and white-collar crime in America. Middle-class Americans will be unable to avoid the observation that violence in their streets is often directly linked in some way with the operations of a local or national criminal syndicate. They will discover that society's villains are not just downtown in the ghetto and the slum, but also next door as neighbors, boy scout leaders, and church deacons. Hopefully, middle-class Americans will experience a twinge of conscience too; for they cannot help realizing that they, as a group, share the culpability for the current state of lawlessness in their land. Nor will they be able to pass this book off as mere social scientific humbug. The points are too well documented for such facile rejection.

This book, which is perhaps unique in that it juxtaposes discussion of the criminal-law process with statements of marijuana use, organized crime, and white-collar crime, is appropriate both inside and outside the classroom. It is ideal as a supplementary reading in criminology courses where the instructor is trying to pump some life into their typically stodgy content. It is also suitable for courses in deviance and social problems. Not in the least, it is mandatory reading for all laymen (and it is written in a manner they can grasp) interested in the future of democracy and justice. And herein lies one of the university social scientists' most powerful tools for making themselves and their work relevant in a troubled world: writing a trenchant commentary or monograph on a prickly social issue. Books such as *Crime, Power, and Morality* sustain my belief that the pen is still at least as mighty as the sword.

ROBERT A. STEBBINS
Memorial University of Newfoundland

ALCOHOLISM AND THE LAW. By Frank P. Grad, Audrey L. Goldberg, and Barbara A. Shapiro. Dobbs Ferry, New York: Oceana Publications, 1971. Pp. xiii, 311. \$15.00.

The two million arrests made annually for public drunkenness constitute over one third of all criminal arrests each year. This alone represents an enormous expenditure of time and money on the part of both the police and the courts. However, it is widely recognized that this massive effort to control public intoxication is at best only a qualified success. The present study, prepared for the National Institute of Mental Health by the Legislative Drafting Research Fund of Columbia University, views alcoholic behavior as a medical-social problem that should be dealt with by a state's public health or similar agency rather than through criminal prosecution. It suggests not only that criminal law is ineffective in deterring intoxication, but also that in keeping with the "Robinson Doctrine" it may soon be declared an unconstitutional method.

The doctrine that a person cannot be punished for a crime of status (e.g., drug addict, alcoholic, sexual psychopath) was first enunciated by the Supreme Court in reviewing the 1962 case of *Robinson v. California*, wherein the defendant was convicted under a statute which made it illegal to be "addicted to narcotics." The Court found drug addiction to be an illness and held that to convict an addict for being addicted violates the

eighth amendment provision against cruel and unusual punishment. The doctrine applied to *Robinson* was soon applied in *Driver v. Hinart*, wherein the Court found the defendant (who had been convicted of public intoxication over two hundred times) to be an alcoholic, found alcoholism to be a disease, and found the eighth amendment to protect him against prosecution because public intoxication is "symptomatic of the disease of alcoholism." This logic was soon applied by the District of Columbia Circuit in *Easter v. District of Columbia*. A number of states have since begun passing legislation designed to handle the problem of public intoxication by means of treatment rather than criminal prosecution. While in reviewing the 1968 case of *Powell v. Texas* the Supreme Court failed to follow its holding in *Robinson*, it is argued by the authors that courts will increasingly adhere to the doctrine of the latter case. Of course the movement toward treatment-oriented laws does not rely solely upon judicial disapproval of the traditional statutes, but also reflects humanitarian concerns.

The authors have surveyed and analyzed existing laws related to alcoholism and have attempted to evaluate their effectiveness. Arising out of this careful study is a model state Alcoholism and Intoxication Treatment Act which synthesizes their thinking. The suggested legislation would repeal virtually all laws against drunkenness and public intoxication except those concerning drunken driving. In their place it would establish a Department or Division of Alcoholism to supervise and coordinate both emergency and long range treatment and rehabilitation centers. The emphasis would be upon voluntary treatment and only a person so intoxicated as to be unable to make a rational decision about his need for care could be held without his consent at an emergency care unit. In such a case he could be detained until he regains capacity for rational judgment so long as that period does not exceed 48 hours. Only an alcoholic who is an immediate threat to the physical safety of others could be held against his consent longer than 48 hours, and in such case he could be detained no longer than five days without a court order to the contrary.

In these and its other provisions the model act represents the cutting edge of enlightened thinking and the volume is essential reading for anyone seriously interested in the subject.

Concluding the volume are nearly one hundred pages of appendices which present summaries of

existing laws in chart form and other reference materials of value to those working in the area.

DAVID J. HANSON

State University of New York
College at Potsdam

PRINCIPLES OF SENTENCING. By *D. A. Thomas*,
London: Heinemann, 1970. Pp. 1, 350. £4.20.

This is a unique and authoritative book. The author has been in the most advantageous position of digesting all relevant appellate decisions for *The Criminal Law Review* over a number of years. In the book's preface we are told that it "is based primarily on an analysis of every decision on an appeal against sentence between January 1962 and October 1969."

The task of distillation could have been truly daunting but, in fact, the strong features of the work are its clarity and accessibility. An enormous amount of data has been sifted and classified. The picture gained by reading the book straight through is clear and coherent. Alternatively, it is possible to peruse sections meaningfully in isolation, because recapitulation and cross-referencing keep before us the place of each item in the over-all arrangement. The quality of analysis and synthesis ensures the value of the work to all interested in the problems of sentencing, not only to English readers.

A book of this kind becomes possible only by having clearly-defined terms of reference. Those are its limits and its limitations. Thus Mr. Thomas is concerned exclusively with the relatively slender number of criminal cases coming before the appellate courts by way of appeal against sentence. Of the day-to-day functioning of the sentencing process in the many trial courts themselves one is given no direct knowledge. But as the author points out, policy is enunciated in the appellate courts and followed in those below. The focus is in this way apposite.

The presentation is stark. Mr. Thomas has adhered rigidly to his terms in resisting temptation to offer much critical comment or explorations of the aims of punishment. The back is taken off a watch and a most complicated mechanism clearly exposed, but the expert offers little by way of personal observations or critique—just pure description of function. The personalities of the policymakers seldom intrude. We read repeatedly of "the Court" deciding so-and-so. The identities of the minds who have done so much to delineate the doctrines are almost entirely concealed.

And then, as Mr. Thomas tells us, "The main concern of the book is with current policy, and the earlier policies are discussed only in so far as an understanding of them is necessary to appreciate the present situation." Fair enough. One sees the works of the watch but learns little of their evolution. It is only comparatively recently in England that a new consciousness of the principles of sentencing, as such, has begun to develop among judges and magistrates. The path of development is itself of much interest, but it is hardly charted in the present work and still less is there any indulging in futuristics. How far are elements now thought essential to every well-produced speech in mitigation of sentence the same as those which would have been advanced even ten years ago? In what directions are sentences moving and why? For instance, Mr. Thomas explains with his usual clarity the considerations now governing sentencing for causing death by dangerous driving. Yet one of the most interesting (unmentioned) features about the punishment for this crime is, that when it was created by statute in 1956, the courts sent almost 50 percent of offenders to immediate imprisonment, whereas in 1970 only 10 percent were so dealt with. Why? Other sentences, for example, for sexual offenses, where the courts reflect changing public morality could be examined similarly, but that would be to write a different book and is beyond the predetermined scope of the present one. There is little social comment.

As Mr. Thomas sees the principles of sentencing, two basic decisions are taken by the courts. The "primary decision" determines whether the sentence will be of the "tariff" kind or of the "individualized" kind. The "secondary decision" concerns where upon the scale of the tariff the sentence should be placed (if that principle is to operate) or (if individualization is paramount) then the secondary decision is as to what mode to adopt. After dealing with this process in general terms, the book examines the tariff and considers its operation in terms of particular groups of offenses. Next, individualization is displayed to show the range of treatments available and the categories of offenders (the young, the mentally disordered and so on) most frequently accepted by the courts as amenable to those alternatives.

Two big questions emerge. As one sees the multitude of individual instances so skillfully reduced to order, one wonders what alternative alignments might have been possible as "principles." Are the principles deduced sometimes more a reflection

of the author's powers of rationalization than of the overt reasoning of the courts? And now that the principles have been stated so comprehensively and persuasively in this excellent book, what effect will they have on the sentencing policy of the courts in the future? One waits for the next edition to see. This book will be widely read.

JOHN C. FREEMAN

Faculty of Laws
King's College, London.

ACCIDENTS AND HOMICIDE: VITAL AND HEALTH STATISTICS MONOGRAPHS AMERICAN PUBLIC HEALTH ASSOCIATION. By *Albert P. Iskrant* and *Paul V. Joliet*. Cambridge, Massachusetts: Harvard University Press, 1968. Pp. xvi, 202. \$5.00.

In this publication put out by The National Center for Health Statistics, the authors have identified and carefully analyzed various factors involved in the incidence of accidental injury and death, as well as homicide in the United States. Although much of the data is now out of date, most, if not all, of the information in this volume could easily be used as a base for comparison with the 1970 and later statistics.

This monograph contains a wealth of knowledge on such matters as motorvehicle accidents, misuse of firearms, poisoning, injuries to children and the aged, injuries suffered at work, home, school and play, aircraft accidents and drowning and falling accidents. Included in it are chapter discussions of the following topics: epidemiology, host factors, agent or type of accident, environmental factors, nature of inquiry and homicide. Throughout the reader is kept informed of the problems arising from accidental injuries in the United States, the toll they take in terms of death, hospitalization, and impairment.

The authors point out at the start that certain characteristics of people and their mode of living are in large part responsible for accidental deaths and injuries. They cite differences in types of accidents that occur to men and women, and to persons of different ages. Although factors in the host do not in themselves determine the type or frequency of accidents, they do nevertheless contribute to the probability of occurrence. Other factors with less obvious bearing on the frequency and kind of injury include marital status, race, geographic location, income, education, family size, housing and occupation. Even less clear are the effects of such social factors as social status, custom, influence of peer groups, role changes,

major life disruptions and other socio-psychological factors.

Among more significant statistics and findings are these:

- (1) More than 2,000,000 injuries from non-moving automobiles and about 7,200 pedestrian deaths occur annually from motor vehicles in traffic; in 1965 motor vehicle accidents took the lives of more than 48,000 persons.
- (2) There are at least 2,300 deaths and more than 100,000 injuries from firearm accidents in the United States each year.
- (3) The highest injury rates are among children whose parents are college graduates.
- (4) In the United States, about 1,700 deaths occur each year from poisoning by solid or liquid substances. A large number of these deaths (about 450) are among pre-school children. Aspirin is involved in 20 percent of all these accidents. Where the type of pill is known, "baby" aspirin figures in about 80 percent of these poisoning cases.
- (5) The victim of homicide is often a close relative of the killer.

In summing up, the authors observe that the multiplicity of factors affecting causation need not discourage health departments and other agencies from attempting to carry out programs of prevention. They cite a number of publications and service agencies related to accident prevention in the United States which emphasize the fact that an effective program of control involves not only prevention of the accident, but prevention of injuries in case of accident.

All in all, this monograph does contain a body of tables and references that can be of significant use to those interested in the comparative study of accidents and homicide in the United States. Its weakness lies in the fact that the authors have not bothered to cross-tabulate the data or provide adequate explanations for the differing accident rates in persons of different age, sex, race and occupation.

HOUSHANG POORKAJ

California State College

FIRST OFFENDER: A VOLUNTEER PROGRAM FOR YOUTH IN TROUBLE WITH THE LAW. By *Joe Alex Morris*. New York: Funk & Wagnalls, 1970. Pp. x, 214. \$2.95

This is an important book because it tells about

one of the few programs that has demonstrated success at rehabilitating young misdemeanants, the Royal Oak Municipal Court Volunteer Probation Program.

It is an interesting book because the author allows you to relive the program as it developed through the eyes of Keith J. Leenhouts, the man who made it happen.

When Judge Leenhouts first took office in 1959, his court was typical of lower courts all over the United States—no bailiff, no probation officer, and no money except for his salary and minimum court expenses. The young misdemeanants appearing before him were typical too—angry, frustrated, hurt, neglected, humiliated. As the judge, he had three methods of dealing with these youngsters—dismiss, fine, or jail—and these decisions had to be made quickly and with very little information. He saw only one answer, to turn to the citizens of Royal Oak and ask for volunteers to work with these young misdemeanants who were put on probation. The rest of the book tells how this was accomplished in Royal Oak, Michigan, and eventually, may be accomplished in many other communities around the United States.

Most critical to the success of the program was the kind of volunteer sought, an "inspirational personality." The first qualification of a volunteer sponsor is "the ability to listen," Leenhouts emphasizes. Being a good listener shows interest and concern for the youngster and establishes that he is important enough to be listened to. Leenhouts quickly discovered that there were plenty of qualified people wanting to help. Also, the untrained citizen often stood a better chance of becoming an "inspirational personality" in the life of a young offender than a professional probation officer. The professional usually has too many cases and cannot spend enough time with each probationer. The volunteer can give the necessary time to one youngster and be available in emergencies. Judge Leenhouts felt many offenders had a built-in hostility to authority, which is often personified by the professional probation officer. Whatever the professional does on the youngster's behalf is done because it is his job, he is getting paid for it, and not because he cares. Once they realized that the volunteers were not getting paid, it meant that some important person, successful in life, cared enough about them to listen, and this was seen as critical in changing their attitude.

While the use of volunteers was critical to the development of the Royal Oak program, it was far from the total story. In discussing the development of the program, Judge Leenhouts has emphasized, "In Royal Oak our greatest struggle has been to develop professional services to go with the work of our volunteer sponsors. This is essential. We have spent ten times as much effort in building up our professional services—part-time paid counselors as well as volunteer professional assistance by psychiatrists, psychologists, and others—as we spent on recruiting and orienting volunteer sponsors."

The author describes Judge Leenhouts as the kind of man "who is likely to apply to his work any constructive idea that comes along." Thus, they developed a program for young alcoholics, based on the work of Alcoholics Anonymous, a Driver Violators School, Marriage Counseling, Vocational Rehabilitation, Group Therapy, a Charm School and a Work Detail Program which affords certain misdemeanants an opportunity to clear their record.

By late 1969, the Royal Oak Program had around 500 misdemeanants on some form of probation. About 140 to 150 misdemeanor probationers were assigned to volunteers on a one-to-one basis. In return for \$17,000 of taxpayer money, the author estimates that Royal Oak received \$300,000 worth of services a year.

The research data is quite extensive and impressive. The Royal Oak Program was compared with the probationary services of a reasonably similar court in a city where only traditional services were available. Although the Royal Oak group had a higher rate of offenses before the test program, during the eighteen month probation period studied, only 22.8 percent were convicted of a second offense anywhere, but 46.2 percent of the Control Court group were found guilty of one or more offenses. Of those treated solely by volunteer sponsors (43.5 percent of the sample) only 7.5 percent were marked as "failures." Other more extensive tests of recidivism and results of comparative psychological testing are also included.

Although convinced that punishment is an important part of rehabilitation, Judge Leenhouts realized that the power of the lower court is limited in respect to punishment, "and a fine or jail sentence is only a tool, not an answer to the problem of how to correct a criminal tendency." Thus, he

believed that in most cases, society and the misdemeanant were best served by a combination of punishment and rehabilitative methods. He also believed in using force at the beginning of all rehabilitative services, thinking that "the negative motivation of being sent to jail for failure to attend any meetings designed for rehabilitation will eventually be replaced by a desire to attend because meetings are helpful."

Whether or not you agree with the judge's philosophy on punishment and rehabilitation, he comes across in this book as a sincere and dedicated man, someone who can be trusted and followed. He is an "inspirational personality" that has affected not only the attitudes of young misdemeanants, but the attitude of an entire community and perhaps someday, a nation.

ROGER BARON

School of Law
University of California
Davis, California

BECOMING DELINQUENT: YOUNG OFFENDERS AND THE CORRECTIONAL SYSTEM. Edited by *Peter G. Garabedian* and *Don C. Gibbons*. Chicago: Aldine, 1970. Pp. vii, 304. Clothbound, \$9.95; paperbound, \$4.95.

Becoming Delinquent is specifically about "young offenders and the correctional system," that is, the social control aspects of youthful deviant behavior. Thus, its scope is limited and specific. The readings in this anthology follow the wayward youths on their journey through the entire formal delinquent processing system, from their values and behavior, through police encounters, to the courts, on through the "end of the line"—the state training schools. The introduction claims that the volume looks at the reality of the delinquent process through the eyes of their various participants, the public, the agents of social control, and the youths themselves. However, except for Werthman's piece, "The Functions of Social Definitions in the Development of Delinquent Careers," the young people going through the system actually get short shrift by the selections, except as reified objects of scrutiny. In the spectrum ranging from a radical labelling view—that efforts to deal with the behavior of youth some adults consider problematic tend to increase commitment to, and produce an escalation of, that behavior—to the traditional rehabilitative-correctional perspective—that social control of deviant

behavior is effective and rational—the editors have chosen readings which end up with a consensus half-way between the first and a kind of middle ground between the two. Thus, the editors are “semi-eclectic” in their selections. Pressed for a position on the effectiveness and sanity of juvenile institutions, the consensus of the readings, if there can be said to be one, would hold that “it depends.”

This is in part due to the complexity of the institutions in question. The picture varies considerably from facility to facility, from jurisdiction to jurisdiction, and it varies within the same institution. For instance, the James Wilson piece, “The Police and the Delinquent in Two Cities,” raises the question of differentials along racial lines in the treatment of youths by the police. In a highly educated and professionalized department, few if any differentials were found; in a less well-educated, less professionally-oriented department, such racial differentials were in evidence. In a piece contributed by one of the editors, Peter Garabedian, “Policy Questions in Delinquency Control,” it was found that the police tend to adopt a punitive approach to delinquency, while probation officers had a more permissive and “welfare-oriented” perspective. Thus, the juvenile processing system is seen, on the whole, as complex rather than monolithic, heterogeneous, rather than uniform, disorderly and unsystematic, and consequently, is largely ineffective. Although not all of the selections agree, the editors and most of the contributors see juvenile correction as an enormous waste of effort, a vast dumping ground. Most of the energy and resources of youth agencies are expended in custodial and containment functions, rather than in “rehabilitation,” whatever that might entail. Agents who deal with wayward youth are not possessed of any particular skill which could deal with the problems in any effective

manner. And the criteria for making decisions about whom and how to process bear a scant relationship to the stated purposes of the organization and its participants.

A number of the selections in the volume do not agree with this view, weakening the punch of the book’s central message. The reader walks away from the book not completely convinced that the correction system has not worked, nor that it operates on the basis of irrational standards. For instance, the Thomas Eynon and Jon Simpson piece presents some data which shows that, in a work camp and industrial school in Ohio, “confinement. . . appears to have had a favorable impact on outlook, general improvement, and value orientation.” Robert Terry, in “Discrimination in the Handling of Juvenile Offenders by Social Control Agencies,” found that “the severity of disposition accorded juvenile offenders is not a function of the offender’s socio-economic status or minority status.” Now, we all know that social reality is complex. But I found the volume’s “on the one hand, but then on the other” approach unsatisfying.

I did find the book worthwhile, however. If a reader can come up with a few rewarding pieces in an anthology, then it must be said to make a contribution. The selections by Werthman, and by Lemert (“The Juvenile Court—Quest and Realities”) are excellent, although previously readily accessible, as are the oft-anthologized Piliavin and Briar (“Police Encounters with Juveniles”) and Short and Nye (“Extent of Unrecorded Juvenile Delinquency”) pieces. In addition, the editors have included three previously unpublished selections, which increases the volume’s value.

ERICH GOODE

State University of New York
Stony Brook