BOOK REVIEWS

ORGANIZED CRIME AND LAW ENFORCEMENT (Report of the American Bar
Association Commission), Morris Ploscowe, Editor. The Grosby Press, New

The actual report of the American Bar Association Commission on Organ-
ized Crime consists of less than one-fourth of the volume of this 318 page
book; the balance is represented by the individual studies of consultants to
the committee on particular subjects: Analysis of Gambling Laws; Habitual
Offender Laws and Sentencing Practices; The Police and Organized Crime;
The Prosecuting Attorney’s Office; and Federal, State, and Local Coopera-
tion.

The early part of the report proper is in the nature of a brief review of the
high spots of the Kefauver Committee report; the balance contains the Ameri-
can Bar Association Commission’s findings and recommendations.

The sensibilities of some may have become blunted during the Kefauver
Committee hearings by the repetition of evidence of law enforcement, ineffi-
ciency and law enforcement corruption; the picture, first sharply outlined,
tended to blur, and the passage of even so brief a time as has elapsed has
caused it to fade even more. Picking up the report of the American Bar
Commission for the first time, one is jarred into unpleasant memories of
subjects only dimly recalled; it is as though having once seen indescribable
filth, squalor, and depravity, and having with relief dismissed it from the
mind, one is suddenly confronted unexpectedly with a repetition of that
which he hoped and thought never to see again.

The work, being by lawyers, is not written for “circulation.” It is in-
tended to relate facts and give justifiable conclusions and considered opinions
on proposed remedies. It may not attract any considerable lay interest.

The entire volume shows great care in preparation and particularly in
making one page do the work of two;—one of the most difficult tasks for a
writer to undertake. It should be read by every prosecutor, every judge,
and every police administrator, and yet it would be surprising if a survey
were to disclose that one out of twenty prosecutors in the country had read
it. (The section dealing with the Prosecuting Attorney’s office is exception-
ally well written and contains much solid “meat.”) For the most part, the Com-
mission recommends the adoption of legislation proposed by the Kefauver
Committee. In some cases it proposes stronger or otherwise slightly varied
forms.

It is discouraging, although it should not be surprising, that lawyers find
a solution to this problem in more and different laws. While disagreeing
with none of the recommendations for legislation contained in the report, we
would have liked to see, coupled with recommendations for legislation for
strengthening the laws, a recognition by the Bar of a special responsibility
for the proper administration of existing laws—for the best use of existing
tools while we are seeking new and better ones. Such a responsibility need
not rest merely upon the fact that lawyers trained in the study of the law
should therefore, and on that account alone, be more interested in proper law
administration and have a greater obligation toward it. It might rest very
properly and more strongly on the fact that such a large proportion of our
public officials charged with responsibility for law enactment, interpretation,
and enforcement are members of the legal profession; most of our state’s
(or county or district) attorneys are lawyers. In our legislative bodies, local,
state and national, lawyers as a group predominate over any other group in

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It is not uncommon to find lawyers constituting 25 to 40 percent of a city council or state legislature. Not only, therefore, should the Bar feel an unusual duty in seeing that proper legislation is enacted, but it owes to itself and to the public a very special obligation to see that ethical standards are observed by its brethren serving in public office. For if the public lacks confidence in its city council or in its legislature or in its congress, that loss of confidence may find itself reflected, in part at least, in terms of the public's attitude toward the Bar.

It may be unreasonable to hope that an approach such as just suggested should be taken in an objective work like the one under discussion. At least the report makes no attempt to shift blame to "the public," and the recommendations made have been carefully considered and thoroughly rationalized. It recognizes the need for public participation in solving the problem, and urges the forming of local civic groups such as crime commissions. It rejects on sound grounds the idea of a permanent federal commission, and, based partly at least on the results of state commissions in California, New York, and elsewhere, recommends the forming of state crime commissions in other states.

For those who will take the time to read it, the report and its supporting material performs another valuable function in that it wholeheartedly accepts the basic conclusions of the Kefauver Committee, thereby puncturing the argument of many who decried the Kefauver Committee report as politically motivated.

If its recommendations are followed, law enforcement procedures will be greatly strengthened. If the American Bar Association can get its own membership to support these recommendations enthusiastically, many of them can be carried out, although the cynic may have more hope than confidence in the final result.

Chicago Bar

AUSTIN L. WYMAN


In this first volume of Professor de Asúa's tremendous compilation (of five tomes planned, three have been published) a completely new vista is opened to American and European students. We are not quite ignorant of the history of criminal law in China, Egypt, Persia, Assyria and Israel, nor are many of us uninformed of the foundations of criminal law in ancient Greece or Rome. De Asúa's great contribution is a careful survey of the practices and rules that form the basis of Spanish penal law, Roman, Germanic, legal ideas of the Spanish Mohammedans; this complex body of concepts was brought by the conquerors to the Western hemisphere and is dominating the enormous spaces reaching from Cuba to Cape Horn.

Still more fascinating is Professor de Asúa's attempt to give a picture of the indigenous civilizations on which Spanish rule was super-imposed. Although a few facts are known which deal with legal conditions in ancient Mexico or the theocracy of the Incas, very little has ever been reported concerning the penal law in the Caribbean region, or the methods of social control among the native inhabitants of Argentine or Chile. A splendid bibliography will serve as a guide to the American students who may be eager to delve into this unknown region of legal research.

The Spanish introduced a special code for the Indian population. Subsid-
iary force was given to Spanish law and the mores of the Indians if they did not conflict with the interests of the colonial administration. Cases of great cruelty happened during rebellions of the natives or fratricidal struggles of the Conquistadores, or in the repressive practice of the Inquisition. It did not differ at all from what happened all over enlightened Europe and in colonial Massachusetts.

The reader of the book is treated with a most suggestive modern history of penal law in Argentina, Bolivia, Chile, Peru, Venezuela, Uruguay, Mexico and Brasil, which has the most modern code (1942). He closes the big volume with the grateful feeling that he has been learning a lot of uncharted facts and that he has been animated to learn more of them. De Asua’s excellent book has taught us that the Western Hemisphere is much larger, not only in space, than we thought before.

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HANS VON HENTIG


In the preface to this book, Professor Clinard very aptly describes it as an unpleasant story of a phase of American life: a study of the black market activities on the home front during World War II. It reveals the attitudes and portrays the participation of some businessmen and a segment of the public in the circumvention of emergency legislation enacted by the government to effect during war-time a fairer distribution of essential, scarce commodities and to prevent inflation. While surveys indicated that the public strongly supported price, rent and rationing controls, Professor Clinard is of the opinion that the consumers did not give equal support to the government’s efforts to combat the black market. Yet, in fairness to them, it should be noted that in all probability only a relatively small percentage of the public knowingly participated in these illegal transactions. In contrast, Professor Clinard observes that “all too many businessmen either solicited black market business or were willing to violate when the temptation or opportunity presented itself.”

The extent of black market operations during World War II is described as being widespread. These activities were not limited to any single area of the nation or to a class. All groups, from the thief and counterfeiter to the businessman, and all levels of our economic society, from the consumer to the industrialist and manufacturer, were participants in these illegal practices. Over 1,000,000 cases involving price and rationing violations were recorded of which approximately 260,000 actions imposed heavy sanctions.

Professor Clinard contends that black market violations, in their sociological context, should be included within the scope of criminology. They are described by him as “white collar crimes,” that is, illegal activities among business and professional men. But this classification has not been universally accepted by sociologists. Tappan, for instance, maintains that black market offenses should not be categorized as crimes for the reasons, among others, the offenders do not view themselves as criminals, nor are they subjected to public disapprobation. Clinard favors a broader sociological interpretation of “crime” to deal more effectively with these diverse illegal activities. He

3. CLINARD, op. cit. note 1, at 228.
does not see in the contumacy of businessmen or the casuistic indifference of the public a justification for a singularly sympathetic attitude towards white-collar crimes and a strict concept as to other offenses.

Further, the black market is viewed as being symptomatic of current social disorganization. Social disorganization, Clinard argues, reflects conceptual discordance and conflict between fundamental values. It is another illustration of the variances between the policies of public welfare and individual acquisitiveness. These conceptual differences, in this reviewer’s opinion, might also be described as phases of social reorganization. They appear to be patterns of social progression developed through the application of a broader social philosophy and the submergence of individualism. They reflect a varying dominance of conflicting social control policies which in the adjustment of divergent interests are in accord or are at variance with the prevailing trend to satisfy the whole scheme of human wants and expectations.

Professor Clinard believes that the process of urbanization in modern society is largely responsible for a lack of policy consensus. The transition from a rural to an urban society has resulted in impersonal human relationships; thus, in his opinion, our activities are motivated primarily by individualistic interests. However, this reviewer believes that a re-examination of the history of our nation will show the contrary to be true, for our social control policy has since the nineteenth century changed from individualism to public welfare. The social vagaries of our time are probably the resultant of vestigial individualism.

Yet, the extensive black market operations during World War II reflected, along with other dislocations, a sporadic resurgence of acquisitiveness and a lowering of the moral code of the nation. Clinard summarized as follows the justifications advanced by some businessmen to explain their violations and the indifference of a segment of the public to those offenses: (1) the violations were not and should not be considered crimes nor should sanctions be invoked against violators; (2) the government should not interfere in the conduct of business; (3) discretion should be used as to obeying the laws; and (4) violation of law is all right if one can get away with it.

He concludes that the solution to the black market problem does not rest solely with the formal enforcement of legal sanctions. Widespread compliance with governmental controls cannot be achieved even under the most extensive and drastic enforcement program. Clinard views it concomitantly with the broader problem of crime and delinquency among all groups, including business, in America. He suggests that efforts be directed to curb individualism which is inimical to the general welfare, that we achieve more personal primary relationships between individuals and groups, refocusing our sights from materialism to more social objectives, and that the public be made to realize that formal law in a democracy alone achieve or maintain a policy consensus.

It is almost axiomatic that law is incapable of assuming functions which are determinative of social policy. “Law,” as Mr. Justice Cardozo observed, “accepts as the pattern of its justice the morality of the community whose conduct it assumes to regulate.” We have yet to develop a scheme for adjusting the levels of morality and law so there is juxtaposition as to each situation. At any rate, our standards of honesty should not be set beyond the reach of the average man, for as Del Vecchio described law, it is the ethical minimum of the society in which it prevails. Hence, since we have

4.  Id. at 330.
not attained the stage of viewing certain business violations as criminal acts, notwithstanding contrary legal pronouncements, our moral standards should be elevated to the level of the legal norms or the law should be relaxed in keeping with consensual thought and practice.

Support for legal control is found in fear, in moral persuasion and in the rational acceptance of social restrictions by the people. Since the emergency economic controls were not popular with businessmen, the initial “kid gloves” enforcement policy of the Office of Price Administration was ineffective in bringing about a substantial measure of compliance. As Professor Clinard points out, the agency was slow to realize that appeals to patriotism and an educational compliance program were inadequate in coping with extensive violations. Finally, in 1945, the agency adopted a stronger enforcement program. However, a vocal element in Congress, not in sympathy with this policy, effectively restricted it by providing meager provisions for an investigating staff. “It is difficult,” Clinard observes, “to know how much of this attack by certain legislators was a failure to appreciate the direct relationship between the success of an agency and its enforcement staff, and how much was rather a covert maneuver to destroy the objectives of the agency by recognition of such a relationship.”

6. CLINARD, op. cit. note 1, at 62.

Boeing Press
though necessarily sketchy, the review is complete. Heredity, family ties, clinical psychiatry, psychological factors, anthropology and theories on constitution are prospected, including those ideas which are now discarded, but historically are a milestone, like e.g. Lombroso's opinions. Stress is laid, and rightly so, on alcoholism and sexuality. Psychoanalytic studies are mentioned, without any judgment passed as to their validity. Statistics are quoted in connection with family studies, mostly regarding heredity. A chapter on studies of twins is of special interest.

It is not the author's fault if this part leaves the reader with a feeling of confusion. This merely reflects the confusion that actually exists on the subject among researchers. Everyone is aware of what he does not believe in, and likewise nobody has any decisive evidence to offer in behalf of his hypothesis. On the other hand, there is no doubt, even in the mind of the criminologists of the non-biological schools, that the biological studies will finally give us the inside approach to the problem. Mostly, it is only through an individual approach to each criminal that we will eventually learn why, under the same social and economic circumstances, only a very small minority of people commit criminal acts. The author hints at this problem in another section of his book, when he investigates the various opinions on what factors, social or individual, bring forth latent tendencies, or cause potential dangers to become actual.

The third part, dwelling with the sociologic background of criminality, deals mostly with statistics. The criticism of the methods, the discussion on the difference of social standards between countries, and the analysis of special situations—such as war—are done in a sober and exhaustive manner. Consequently, no conclusion can be taken for granted, except in the special situation in which it is reached. Because the author's field of research is wide, he refrains from stating conclusions. No general opinion can be drawn, which would not contradict the findings of other investigators.

The fourth part, on the influence of environmental factors, dealing primarily with the family and school, is again remarkable for the amount of fact, exactitude and sobriety of the conclusions. The author thinks that prophylaxis and prevention of criminality will be reached through influencing the environment more than by any other means. In his own words, "The practical question is, how can we prevent the persons from criminality who succumb to the pressure of too unfavorable conditions in childhood?"

The last two parts, on the criminal situation and the deed, and on classification and prognosis, are to a large extent a summary of facts already discussed. Their importance lies chiefly in the attempt to work out helpful classifications. Three such classifications are drawn: of crimes, according to the nature and course of criminality, and with reference to treatment. No classification is attempted as to biologic types, except in a very general way, and it would be hard to do otherwise, due to the sharp disparity of opinions among the researchers themselves. The prognosis, as to possible recidivism, is still an empirical proposition. Many classifications are proposed, but they are so artificial, so insecure, that none can be safely accepted. Too much distortion or omission is necessary in order to condense a tremendously complex problem in a few rigid sentences.

As I stated previously, the outstanding merit of this book is its impartiality. The author does not fall for any scheme or theory, does not expect miracles from any new trend, does not think that any given school holds the key to the whole truth. But it reaches a much more important objective. It saves the
reader from delving into scores of volumes, because the essence of most of them is given in a comprehensive and exhaustive form. As to the overall philosophy of the book, the author states in the conclusive chapter: "There is insufficient foundation in experience for saying that any definite group of endogenous or exogenous factors is of determining causal importance in crime in general or within essential spheres." We therefore fully agree with Prof. Sellin's remark in the Foreword, to the effect that Prof. Hurwitz approached his task with modesty and sincerity, and completed it with great success.

New York City

HECTOR J. RITEY, M.D.


The author is a distinguished apostle of the Cornelian Corner (rooming-in) movement. In this clever and heart-warming little book, he describes mental health as "adequacy in thinking and feeling at each stage of development... The emotionally mature person accurately evaluates his own worth and the worth of others. He respects others because he respects himself. He is honestly constructive and cherishes the constructiveness of his fellows... He is loose-jointed, relaxed. Resilient, he adjusts to life... without any slavish addiction to predetermined patterns."

Dr. Moloney justly criticizes parents who do not understand the child's need for self-assertiveness as part of his natural self-expression. Examining the atmosphere most conducive to developing mental health, he refers to the studies of Sibylle Escalona, Therese Benedek, Ashley Montagu, and many other workers in the field who stress the great importance of a calm, secure and warm atmosphere for the infant and point out that the child incorporates the emotional attitude of the mother.

The book presents some of the well-known, but still frightening, statistical data about mental health in the United States, specifically that 50 percent of all hospital beds are allocated to the insane and that in 1946, one out of every 255 persons in the United States were to be found in mental hospitals. He blames to a large extent "the American way of life... which has long placed a high premium upon perfectionism,... and the degree of competitiveness, which characterizes our culture." He is especially critical of the "rugged individualism" of the American, which he considers to be by no means liberal, but rather a mold into which every American is expected to fit.

Dr. Moloney explains the background and organization of the Cornelian Corner which, by the way, is now celebrating its 10th anniversary. It promotes healthy parent-child relationships. Examining the difficulties confronting the Cornelian Corner in our culture, he discusses two main types of obstacles to permissive child-rearing. In the first group, he assigns extrinsic conflicts, while in the second group, he puts all problems which stem from the involved mother's neurosis. He deplores that the American ideal of intellectual efficiency places a premium on brain pursuits rather than heart pursuits. He is especially critical of the "misanthropic attitude towards the newborn" on the part of certain obstetricians and maternity and nursery nurses. In his refreshing aggressiveness, he speaks of a triumvirate of hospital management, obstetrician and maternity nurse, who, in his opinion, constitute the first major block that operates against neonatal interest.

Even if one does not entirely agree with Dr. Moloney's severity of criticism in some respects, one is impressed by his sincere enthusiasm for permissive

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The family is the most basic of all social units, the first organization in which man emerges as a living entity. It is the family that is the training ground for those formative habits, values and attitudes upon which the entire structure of civil and criminal law depend. Consequently, it is a fact of considerable alarm that scholars and practical sociologists alike have noted that seemingly the basic patterns of marriage and the family are currently reflecting the confusion and chaos of a disturbed world. To many, the spiritual qualities of family kinship are anomalies in a society whose political codes have abandoned the ethical principles of morality and personal happiness.

In striking contrast to all this is the comparative serenity of Jewish marriage and family life, a social picture continuing to rest upon morals as well as mores. In Marriage and the Jewish Tradition ten rabbis and five other recognized authorities in the fields of philosophy, social studies, religion and psychiatry have sought to interpret functionally the values upon which the Jewish home rests. From the welter of centuries of Jewish literature and experience these fifteen scholars have represented the Hebrew family to be a closely knit relationship which has jealously guarded its social, religious, economic and educational functions. As Rabbi Samuel Glasner comments, "to the Jew his home is a temple." The success of the Hebraic example demonstrates forcibly that the community is not an entity set apart from the individuals and families who compose it. Not to the school nor to the church nor to the youth group must the function of child-rearing be entrusted but to the home. Jewish parents have traditionally recognized the need for group happiness since compatible home relationships mean personal peace of mind, while teachings within the family insure the continuity of Jewish culture and group life.

The writings of this symposium of scholars have breathed warmth into the ethical and social ideals of an ancient people. This little book requires and rewards close reading.

Baltimore, Maryland

Harold M. Helfman


A union man himself, Malcom Johnson has done a superb job of reporting a particularly vicious species of organized criminal behavior—that which has attached itself to limited sections of the labor union movement. A reporter for the then New York Sun, he had been assigned to inquire into alleged gangsterism in the International Longshoremen's Association about which he has since written over two hundred articles. His book, however, delves into the cases of other unions as well including the influence of the Capone organization, the Pittsburgh beer wars, and the shakedown of Hollywood film executives. He concludes that "the deeper I became immersed in the problems of the New York docks, the stronger grew my conviction that labor gangsterism in all unions had causal factors and symptoms in common."
Johnson shrewdly recognizes that in those instances where criminal elements have come to dominate, there is no single person or movement against whom responsibility can be assessed. In the days many commentators seem completely to have forgotten, criminal tactics were freely initiated by many firms to break union organization or to dominate it. The labor spy racket attracted many canny individuals who persuaded weak-minded industrialists that union organizers could be physically "discouraged"; weak minded union leaders were often similarly persuaded that an infant labor organization could accomplish more behind a gun barrel than behind a speech and mimeograph machine. And some national union leaders, more concerned with total membership and total dollars than with the nature of their movement, reached big decisions at a level of prestige and influence which didn't appreciate the money grubbing criminal element which, perhaps, "used a little rough stuff" but for a "good cause".

The overall problem is complicated by the power struggles and political alignments which often exist in the labor movement as they do in any other social movement. The author demonstrates how such situations are exploited by that element of leadership which would maintain its tenure at almost any cost.

"'The I.L.A.,' he (the president apparently for life of the International Longshoremen's Association) once proclaimed grandly, 'stands for I Love America!' In seizing upon the communist bugaboo to defend his regime, Ryan blandly ignores the facts. He will say whatever seems expedient, even though it may be a complete reversal of what he said the day before. In heaping coals of fire on the Communists for opposing him, Ryan conveniently forgets—or tries to forget—that his harshest, most outspoken critics, who have denounced him as a union leader, are priests of his own faith, the Roman Catholic Church. (Page 155)

Having given most of his attention to that area of unionism and activity with which he is best acquainted, Johnson's discussion of the causes and remedies for gangsterism in unions deals primarily with the New York waterfronts. The causes to which he devotes his book are mainly four: (1) The obsolete system of hiring known as the "shape-up" where favoritism and special privilege rather than system is the rule; (2) The union structure "which permits dictatorial rule, depriving the membership of any real voice in formulating policy;" (3) Fear and political apathy; and (4) An over-supply of labor.

Johnson's hope: not the arrest and conviction of a few waterfront criminals which "will improve the situation on the docks only temporarily." Instead: reforms in hiring procedure based upon a community inquiry which is delegated to do and complete an action-research job, a genuinely crusading interest on the part of local and state officials, and a federal inquiry which could take advantage of the concept of interstate commerce, followed by federal indictments of those whose policies are calculated in crime's favor—be they in management, labor, or the city hall.

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ROBERT C. SORENSEN


The author has drawn a vivid picture of justice on the southwestern frontier in the course of the critical period in that part of the country after the Civil War years. He has meant to deflate the border ruffians and to
inflated the judge and his official associates in the U. S. Court for the Indian country. Isaac Charles Parker was the judge in question. He fought the southwestern desperadoes from the bench during twenty-one years—1875 to 1896—and sent nearly 80 killers to the gallows in Fort Smith, Arkansas, where his court sessions were held.

The first of the author's purposes—to deflate the desperadoes—has been brilliantly accomplished. The misconceptions of freedom which prevailed, not only in the cattle country but elsewhere in the land, gave color to life and made the wheels of justice creak. The ruffians on the range in Judge Parker's day were far from being the brave, courteous hearted, generous and strong characters which many a boy sees in them. They were usually cowardly, cruel, ungenerous weaklings.

The elevation of the Judge and his associates in the court has been less successfully accomplished—naturally enough—because they do not picturesquely handle guns from horseback. But it's a noble effort—the attempt to put a man like Judge Parker in his proper place among the makers of civilization on the border.

The book gives us an interesting view of the pioneer court where judges often winked at violations of nice rules of evidence and procedure in the interest of having justice done quickly. A change came in 1889 when Congress gave the U. S. Supreme Court authority to review criminal cases. From that time till Judge Parker's death in 1896 the Court saved many worthless necks while accepting sixteen death sentences from Fort Smith. This was the period in which Judge Parker was formulating a bitter opinion of the Appellate Court.

Evanston, Ill.  

ROBERT H. GAULT


This text on abnormal psychology follows the conventional treatment of the subject with an emphasis on classifications. The instructor who follows this mode of teaching rather than the recent approach which has been labelled dynamic would find this book useful as a text. Thus a section deals with the accepted psychiatric nosology such as hysteria, anxiety, traumatic neuroses, manic-depressive psychosis, schizophrenia, and so on. Another section deals with disorders of emotion, sensation, intellect, and so on. There is a section which attempts to explain the causes for abnormalities which covers the topic of heredity, culture, developmental factors, and physiological and physical factors. A final section is devoted to diagnosis and therapy. Absent from consideration in the book are the recent problems in endocrinology and biochemistry investigated by Hoskins, Selye, Hoagland, Pincus, Richter and others.

Northwestern University Medical School  

G. K. YACORZYNSKI


The chapters of this book are written by individuals composed largely of specialists within the British Commonwealth. The book covers a wide range of subject matter in an attempt to encompass the whole field of psychiatry. It not only discusses the various clinical entities including the normal, but also deals with such topics as intelligence, personality, the psychiatric interview, inheritance, industrial psychiatry, medical and psy-