

carried out. It further makes it essential that in all franchise ordinances adequate powers should be retained by the municipality to amend such ordinances in order to meet new conditions as they arise, require extensions into new territory, relocation of routes, etc. These requirements lead to one conclusion that may be stated with great definiteness, the imperative need that each municipality of any importance shall have a municipal service bureau or commission, to which shall be entrusted primary authority in respect to franchise matters, as a necessary part of the machinery of government.

In conclusion, one fact stands out very prominently—the enormous complexity of the problem, and the difficulty that exists, even when franchise ordinances are drafted with the greatest care, and strong public service commissions with adequate powers and technical equipment are provided, in effectively administering the system and ensuring proper facilities and service on the part of the grantee corporations. This leads the author to the fundamental conclusion, that even if full municipal ownership and operation are not to be immediately resorted to, all action taken should look towards this as the ultimate solution of the problem.

W. F. WILLOUGHBY.

*The Indian and His Problem.* By FRANCIS E. LEUPP. (New York: Charles Scribner's Sons, 1910. Pp. xiv, 369.)

The author of this volume has had large experience with Indian affairs and the work throughout bears the impress of having been written by one who not only knows a great deal about the Indian and his problems, but who also has a constructive policy to propose for the relief of some of the difficulties which still confront our government. Perhaps no branch of the federal service has had a less fixed and less decisive policy than that of the Indian bureau, and now that the problem has reached a stage where its solution is largely a matter of administration, any suggestions, coming from a recent commissioner, and one engaged in every branch of Indian service, are especially worthy of note.

The author makes no attempt at a "contribution to the literature of ethnology, of jurisprudence, or of political science in the narrower sense of the term," nor could this be expected in a single volume upon so complicated a subject. The work is largely made up of the author's

own experience and observations among the Indians as inspector on the reservations and later as commissioner of Indian affairs. The first chapter is devoted to general observations on the character and customs of the Indians; other chapters following give an account of the land system, the Indian service, education, legislation, missions, the Indian Territory experiment and, finally, concluding observations on the future of the Indian.

One does not feel in reading any one of the chapters that the subject treated has been exhausted nor very clearly defined, yet in reading the entire work—and it is easy reading—one does get a good general idea of the mistakes of our government in dealing with its wards; and while it is in no sense an orderly narrative of the history of the government's policy, nor a clear-cut outline of the present administration of Indian affairs, it has the merit of being interesting and at the same time of giving information not found elsewhere. Moreover, the work throughout has the ring of sincerity. There are no apologies for our mistakes; while due credit is given to those who have labored honestly and efficiently for the Indian welfare. On the whole one gets the impression that mistakes form a conspicuous part of the history of Indian administration—mistakes of government officials, of educational policies; mistakes of well meaning but ignorant philanthropists, of missionaries whose blind zeal, and, sometimes dishonesty, have defeated the best efforts of the Indian bureau. Nor does the importance of the work lie wholly in the light that it sheds on Indian affairs. It is a good study in the government and administration of any dependent race, and although the author confines himself strictly to the Indian and his problems, much of the advice he gives applies with equal force to our dependencies beyond the sea. The mistakes in our Indian policy have, to some extent, been repeated in the Philippine Islands. It is the old story of conflict between legislative and administrative authorities, of misunderstandings and, above all, of general ignorance of the problem to be solved. His administrative philosophy, briefly stated, would obliterate race lines and cease to make "Indian" laws and regulations as distinguished from laws and rules which belong to all Americans in common. "The trouble with all the government's efforts which came to grief for so many years, lay in one of two facts: the Department was either attempting artificially to invent work for the Indians to do or else trying to make every Indian a farmer, regardless of whether his inclinations lay in the direction of agriculture or in some other" (p. 153).

There are no footnotes or references to authorities and there is no bibliography, but a general index adds to the usefulness of the work.

KARL F. GEISER.

*A Philadelphia Lawyer in the London Courts.* By THOMAS LEAMING. (New York: Henry Holt & Co., 1911. Pp. xiv, 198.)

Without writing, or attempting to write an erudite treatise, Mr. Leaming has prepared a valuable book. In an entertaining manner he has given a description of the bench and bar in Great Britain which answers to a surprising extent, if one considers the size of the work, the questions which an inquiring American is likely to ask regarding the training of the lawyers of England, their separation into classes,—barristers and solicitors, king's counsel, leaders, jurors, devils and clerks,—the several functions of each, the question of fees and judicial relations, the courts and court rooms, the conduct of trials, civil and criminal, and the disciplining of the bar and of solicitors. All these topics are, of course, considered only in general outline, but the result is a very clear picture of judicial organization and life, and an instructive one as well. Mr. Leaming shows himself to be by no means an uncritical admirer of English methods, as, for example, in his comments upon the trial of Dhingrar, the murderer of Sir Curzon Wylie, and of the use in the Court of Appeal of manuscript, often illegible and with occasional errors in the copies furnished the court and opposing counsel, and the laxity with which the rules of evidence are enforced. But, in general, he finds many features of the British system admirable in operation and suitable for introduction into American practice. The "Masters," who are competent barristers, appointed by the courts and paid salaries of £3,000 a year, are found to do excellent work, disposing expeditiously and satisfactorily of the numerous motions and interlocutory orders which ordinarily take up so much of the time of American courts. Especially, also, the manner in which the conduct of the bar and of the solicitors is regulated by the General Council of the Bar and the Statutory Committee of the Incorporated Law Society, is praised, this regulation extending not only to matters of professional practices, but to points of morality and even of good taste. The final chapter, entitled "General Observations and Con-