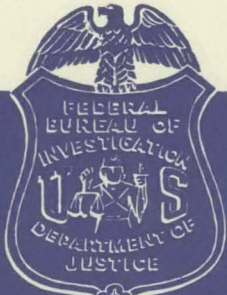




# FBI

## *Law Enforcement*

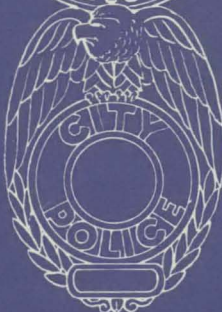
### BULLETIN



Vol. 32, No. 8

August 1963

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Federal Bureau of Investigation  
United States Department of Justice  
J. Edgar Hoover, Director

# FBI

## Law Enforcement

BULLETIN

AUGUST 1963

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## MESSAGE FROM THE DIRECTOR

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TO ALL LAW ENFORCEMENT OFFICIALS

RESPONSIBILITIES OF LAW ENFORCEMENT by their very nature are directly concerned with problems and grievances of our society. Of these duties, none are more vital than those pertaining to civil rights.

Amid waves of protests and demonstrations arising daily across the land on civil rights issues, law enforcement's role is crucial. Its duty here, as in all matters, is the preservation of peace, prevention of crime and protection of life and property. This task must be performed with impartiality and according to the law of the land.

Understandably, law enforcement's actions in such instances are closely scrutinized. Its work must be exemplary and in keeping with the highest traditions of the profession. Armed with the knowledge of the basic rights and liberties he shares with others, the law enforcement officer must execute his responsibilities resolutely and fairly and with undeviating adherence to integrity.

Through Congressional enactments, the FBI is charged with the responsibility of investigating violations of civil rights. Our obligation is to ascertain and to present the facts fairly and objectively. We do this without apologies to anyone. We do this with the same dispatch and thoroughness which characterize all our operations. Responsible police officials would not have it otherwise.

There is no place in law enforcement for those who violate civil rights or those who condone such tactics. This is a grave abuse of power and public trust. It is to the credit of progressive police administrators that bullying, mistreatment, illegal arrests and detentions are no longer tolerated.

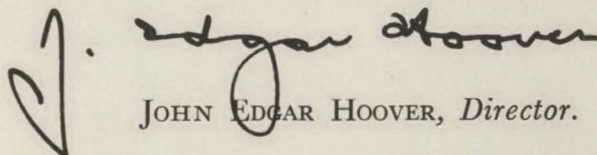
A code of ethics is a necessary concomitant of any profession. In law enforcement, it is absolutely indispensable. Officers must be impervious to outside intimidations and political reprisals. Theirs must be an unimpeachable integrity.

## MESSAGE FROM THE DIRECTOR

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There is a pressing need for communities to face up to the realization that adequate salaries, training, equipment and respect for the profession are essential to the protection of civil liberties. It is a civic as well as a moral responsibility. Civil rights violations by law enforcement officers seldom stem from evil intent, but rather from officers improperly trained and untutored in the ethics of the profession.

As Americans, let us embrace the historic words of our forefathers—" . . . that all men are created equal, that they are endowed by their Creator with certain inalienable Rights, that among these are Life, Liberty, and the pursuit of Happiness."

A handwritten signature in black ink that reads "J. Edgar Hoover". The signature is written in a cursive style, with a large, stylized "J" and "H".

JOHN EDGAR HOOVER, *Director.*

AUGUST 1, 1963.

# The Error of 1899?

**HON. ROBERT GARDNER**

*Judge, Superior Court, Orange County, Santa Ana, Calif.*

*A Superior Court Judge examines the philosophy of modern juvenile court laws. "For 64 years we have tried the guardianship and protective philosophy in handling antisocial young people. The results would hardly qualify as a howling success."*

*(Hon. Robert Gardner is Judge of Superior Court, Orange County, Santa Ana, Calif. He initiated his career as a police officer at Newport Beach, Calif., and was subsequently a Deputy District Attorney, City Attorney, and Newport Beach Municipal Judge. At the time of his appointment to the Superior Court Bench in 1947, he was the youngest man ever appointed to this position in California. During his tenure as Superior Court Judge, he has served several one-year terms as Judge of the Juvenile Court, and is deeply interested in its development and administration. Judge Gardner's views on juvenile behavior recently received wide attention through an article he wrote for a popular national magazine.)*

☆ ☆ ☆

JOHN EDGAR HOOVER, who has a way with words, said recently, "One of the most shocking developments of our present American society is the volcanic upheaval of youthful lawlessness. Long indifferent to the problem of juvenile crime, the public now stands appalled at the spectacle of rampaging teenage criminals."

Mr. Hoover then proceeds to prove by book and verse that "not only do the blazing headlines tell their dreadful story," but that "the black figures of crime statistics" confirm the skyrocketing increase in juvenile crime.

Mr. Hoover's graphic statement merely verifies that which is known by everyone but a confirmed hermit—that juvenile delinquency is increasing enormously and dangerously. In support of Mr.

Hoover's statement, the records of the Children's Bureau of the Department of Health, Education, and Welfare, a source also generally accepted as accurate in this field, indicate that juvenile court cases have more than doubled since 1947 while the population of our young people has increased by less than one half.

Senator Thomas J. Dodd, chairman of the Senate Special Subcommittee on Juvenile Delinquency, refers to the problem as "America's creeping sickness."

While a myriad of reasons are presented for this terrifying increase in juvenile crime, it is generally conceded that the prime factor in this "creeping sickness" is the American home itself in which the child is the product of an over-permissive, over-



Hon. Robert Gardner.

indulgent, over-protective environment. Bishop Sheen reduced this situation to a well-turned phrase when he said that the curse of the Twentieth Century was the over-indulgent parent. In the average home the child grows up without firm standards of behavior, firmly enforced. Leaving the home, he goes to school—a school generally indoctrinated with the modern child psychology of self-expression—and here again he finds himself without firmly enforced standards of behavior. The only places left for the child's training are the church and the community. Unhappily, the church has lost the firm community control of our Puritan forefathers. This leaves only the community—which theoretically is governed by laws—those standards of commonly accepted behavior by which we all must live if this is to be an orderly society.

And it is in the law—in this case the Juvenile Court law—where we again find our children in an over-protective environment, an environment where the child is not taught responsibility for behavior but rather is protected against the natural consequences of his actions.

### **The Law Questioned**

So I, as a juvenile court judge, would add one more reason to the ever-lengthening list of causes for juvenile delinquency and would present one which, as far as I know, boasts no widespread support. In so doing, I realize that I am questioning a philosophy which has become something of a sacred cow—the philosophy of the modern juvenile court law. In questioning this law, I realize that my position might well be compared with that of a person who is rash enough to attack motherhood, democracy, freedom of the press, or Doctor Spock.

Let me make one thing clear; I am not criticizing any judge of the juvenile court. These dedicated men and women are doing all that is humanly possible under the present juvenile court law. I am questioning the basic philosophy of that law as it is handed to the courts by the legislatures of the 50 States.

### **What the Law Encompasses**

It all started in 1899.

The first juvenile court in its present form was organized in Chicago in that year. The preamble to that law contained the following phrase: “to

regulate the treatment and control of dependent, neglected, and delinquent children.” Remember those three words, “dependent, neglected, *and* delinquent.” By combining those three categories in one court there was set in motion a social and judicial philosophy which is directly responsible for much of our problem with young people today.

Other States quickly followed Illinois and by 1920 all but three had juvenile courts. Now all 50 States have such courts.

It is difficult to summarize all the juvenile court laws of all the States, but any survey in this field will reveal that the following generalities fit most, if not all, of our juvenile court laws:

1. Each court is established for the treatment of “dependent, neglected, *and* delinquent children.”
2. None of these courts are criminal courts. They do not punish the minor for his wrongdoing. Rather, the proceedings are characterized as guardianship proceedings in which the court purports to act on behalf of the minor and takes protective jurisdiction over him for his rehabilitation.
3. The punitive approach of the criminal law has been abandoned in favor of a philosophy of protection of the minor.

### **Philosophy of Preamble**

Probably the most articulate statement of this philosophy is to be found in the preamble to the new juvenile court law of the State of California passed in 1961 and hailed by its authors as the most modern and progressive juvenile court law in the Nation and a “Bill of Rights” for young people. This preamble reads as follows: “The purpose of this chapter is to secure for each minor under the jurisdiction of the juvenile court such care and guidance, preferably in his own home, as will serve the spiritual, emotional, mental, and physical welfare of the minor and the best interests of the State; to preserve and strengthen the minor's family ties whenever possible, removing him from the custody of his parents only when his welfare or safety and the protection of the public cannot be adequately safeguarded without removal; and, when the minor is removed from his own family, to secure for him custody, care, and discipline as nearly as possible equivalent to that which should have been given by his parents.”

No one can argue with the fine philosophy expressed in these words when one thinks of the child who is “dependent or neglected.”

But what of the "delinquent"—the one who seriously violates the law and the rights of others? Remember, we have in our juvenile courts all "dependent, neglected, and delinquent" young people—not only the abandoned or neglected baby but the 17-year-old murderer, robber, thief, or rapist.

### **Error of the Law**

That is where we got off the track—way back in 1899—in that very first law which co-mingled "dependent or neglected" and "delinquent." Granted that those unhappy classifications may, and often do, overlap, and that each may have its roots in similar unhealthy social conditions, nevertheless it is submitted that the handling of these cases should *not* take place in the same court or under the same philosophy of treatment.

It has been said that there are two great injustices—equal in importance—which can happen to a young person. One is to punish him for something he did not do. The other is to let him get away with something he knows is wrong. Under present juvenile court laws both of these tragic results can and do occur with alarming frequency with the result that the individual and society both suffer.

### **Unjust Punishment**

First, let us look at the situation where under the present juvenile court laws a young person receives punishment for something he did not do.

The prime victim is the "dependent or neglected" child. With headlines screaming their stories on juvenile crime, the public understandably takes a dim view of anyone who has ever been in Juvenile Court. There is a stigma to juvenile court proceedings—a stigma which is carried through life in spite of well-intentioned efforts to keep such proceedings confidential. To the average citizen the person who has been in juvenile court is a "juvie"—tarred with all that word connotes—the switchblade knife, the duck-tail haircut, the gang rumble. What the man in the street fails to realize is that approximately 40 percent of the case load in the juvenile court has nothing to do with the commission of criminal offenses. These are the "dependent or neglected" children. These are unfortunate children who, through no fault of their own, bear the brand of "juvie," because they are handled in the same

court as the delinquent. It is a crime that these children must go through life with the stigma of having been in juvenile court. For them there should be a separate court. Call it, for lack of a better name, The Children's Court. Then the world would know that the child who has been in that court is not a juvenile criminal but that he is the tragic result of an unhealthy social condition over which he has no control.

### **Because of the Parents**

These unfortunate youngsters have done nothing to violate the rights of others. Some of them are babies. They come to us not because of *their* behavior, but because of the lamentable behavior of their parents. They are, as the law says, neglected and dependent. Sometimes they are literally abandoned. Sometimes they are figuratively abandoned, with their parents in jails, prisons, or mental institutions. Sometimes the parents are physically present, but the homes they maintain for their children are so deplorable by reason of neglect, cruelty, or depravity that the child would be better off if the parents were in jail. Sometimes we judges arrange that too.

These children need the protection of the court, but they should not bear the stigma of having been in *juvenile court*. It is necessary that there be a court to handle these unfortunate children, but it should not be a court which handles criminal offenders or delinquents. Let this court operate under the guardianship or protective philosophy of the present juvenile court law, but let this court be completely removed from the court which handles the delinquent.

### **Just Rights Denied**

The second category of young persons who may suffer an injustice by reason of the present juvenile court laws are, strangely enough, some of the alleged delinquents themselves. This is by reason of the denial to them of the constitutional rights afforded adults charged with crime.

The young person charged with a crime should have the same rights as an adult charged with the same crime. This young person should have the right to a speedy and, if he wishes, a public trial. He should have the right to subpoena witnesses on his behalf, to be confronted by his accuser, to be represented by an attorney, to cross-

(Continued on page 24)

## *Vice President Johnson, Lyle Wilson Address Graduates*

*Graduates of the 71st Session of the FBI National Academy heard Vice President Lyndon B. Johnson and Lyle C. Wilson, Vice President of UPI, stress the need for concerted efforts by all Americans to meet their moral and civic responsibilities in helping to preserve our free society under law.*

HON. LYNDON B. JOHNSON, Vice President of the United States, and Hon. Lyle C. Wilson, Vice President of United Press International, Washington, D.C., spoke at the graduation ceremonies of the 71st Session of the FBI National Academy June 19, 1963, held in the Departmental Auditorium, Washington, D.C.

The 96 law enforcement officers, constituting one of the largest classes to be graduated from the Academy, represented 36 States, the District of Columbia, the United States Park Police, and the Armed Forces. Also included in the class were 12 law enforcement officials from 10 foreign countries, the largest number of foreign officers ever to attend any one session of the FBI National Academy. They came from Argentina, Canada, Cyprus, the Dominican Republic, El Salvador, Ireland, Liberia, Pakistan, Peru, and Venezuela. This class brings the total number of FBI National Academy graduates to 4,354. Diplomas were presented by Assistant Attorney General Herbert J. Miller, Jr.

Speaking on the responsibilities of the public and law enforcement, Vice President Johnson stressed the elements needed to maintain a free society under law. He called for the elimination of the environments that breed crime, the economic conditions that break down respect for law, the obstacles to effective education, and the obstacles

of bias and prejudice. The Vice President told the overflow audience he took great pride in pointing out one thing that has most impressed the millions of visitors to Washington. He said it was the efficiency, the competence, the courtesy, and the justice of "this great organization headed by this great American, J. Edgar Hoover."

Mr. Wilson scored the dangerous tendency of the American people to be overindulgent—a trait he attributed to several factors but mainly to "calculated ignorance." He stated too many Americans tend studiously to avoid areas of information which might prove unpleasant or disquieting to the conscience. They are afraid, he said, "of finding that something needs to be done."

Dr. Edward L. R. Elson of the National Presbyterian Church, Washington, D.C., gave the invocation and benediction for the exercises. The United States Marine Band, conducted by Capt. Dale Harpham, provided a musical program.

Mr. Forrest M. Dodge, of the Louisville, Ky., Police Department, president of the class, spoke on behalf of his fellow officers. He expressed the members' appreciation for the opportunity they had been given to advance themselves in the pursuit of professional law enforcement training and knowledge. He commented that he and his fellow classmates would very definitely accept the challenge they face in resuming their chosen task of



fighting crime and the criminal. And in accepting the challenge, Dodge continued, "We will remember the words of Abraham Lincoln to have faith that right makes might and in that faith will to the end dare to do our duty as we understand it."

In ceremonies prior to graduation, Capt. Neil G. Seeley, of the Los Alamos, N. Mex., Police Department, was awarded the John Edgar Hoover Medal for Excellence in the Study of Law Enforcement, a distinction awarded to the member of the graduating class achieving the highest scholastic standing.

The address of Vice President Lyndon B. Johnson follows:

When I received the invitation to participate in these commencement exercises, I was delighted—for two reasons.

First, I welcomed the opportunity to congratulate you of this 71st class of the FBI National Academy and also to express appreciation to those responsible for the valuable contribution this Academy is making to law and order—especially my friend and for many years my good neighbor, J. Edgar Hoover.

But there was a second and more personal reason for my welcome to your invitation. I was confident—I was abso-

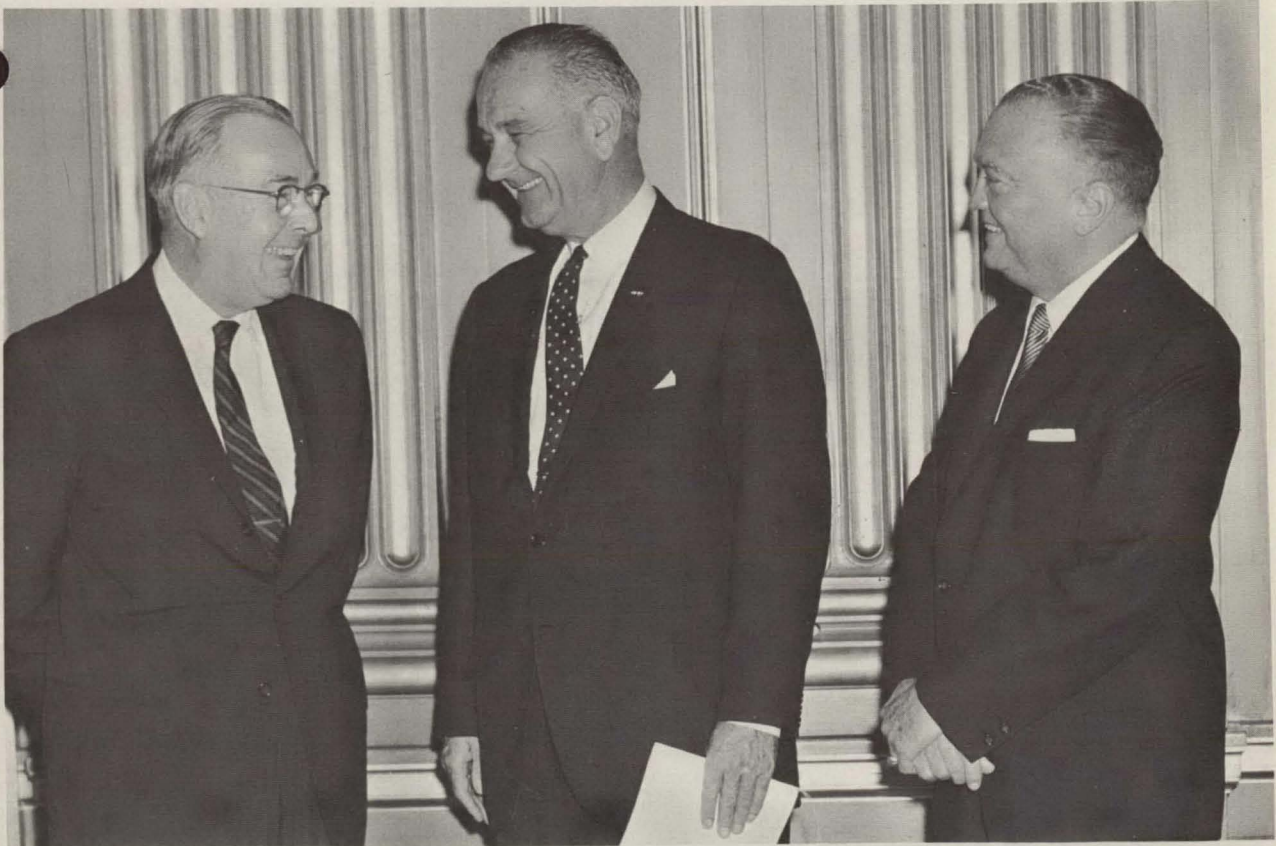
lutely sure—that a meeting room filled with such outstanding law enforcement officers would be the one place where it would not be necessary for me to be accompanied by my good friends and constant personal companions, the Secret Service. Since they are here with me this morning, I suppose they must know something about you Mr. Hoover does not know.

You of this class are experienced leaders already in a profession which serves a most sensitive role in our society. Any society based on respect for law must be prepared to deal with those who show disrespect for and disregard the law. At the same time, any society dedicated to freedom for the individual must be watchful over the organizations it empowers to enforce its laws.

### A Matter of Integrity

In this century, the first arm of tyranny is the police arm. But the difference between police state and free state is not merely a difference in police methods—the velvet glove can be as tyrannical as the rubber hose. The difference is a matter of integrity—the individual integrity of the members of the police organizations and the collective integrity of the political organizations they serve.

We must always be vigilant to maintain the highest standards of integrity in both our police forces and our political processes. But political integrity involves much more than just the personal honesty of politicians. If we are to have respect for law, our political processes must



Hon. Lyle C. Wilson, Vice President Lyndon B. Johnson, and Director J. Edgar Hoover.



Vice President Lyndon B. Johnson.

respond honestly, forthrightly and adequately to the people's needs—this is the first and highest integrity of our free systems.

Today there is a tendency among some to leave the solution to social problems in the hands of our police organizations alone. This is not the answer. A free society must always beware the impulse to settle for more policing as the answer to the problems plaguing the lives of its people. We expect much of our policemen but we must not expect them to be preacher, psychiatrist and social worker, too.

### Explosive New Situations

If we ask much and expect much of our policemen, we must also ask much and expect much of our responsible political system.

In the United States—and in virtually every country of the world, large or small—the postwar years have brought an explosion of population in metropolitan centers. Along with that have come explosive new situations in human relations. A time bomb ticks away in many of our streets. We are not likely to remove the fuse from that bomb merely by sending more and more policemen on patrol.

Four hundred thousand boys and girls out of school and out of work constitute trouble looking for a time and place to happen. Nine million substandard dwellings represent an incubator hatching generations of lawlessness and crime. Employment office doors closed because of race or religion—if they are not opened—can divert people to a life of crime.

### First Things First

We need to realize these things and to face them.

In every community and state, responsible police officers

can and must help the public—and the political leadership—to keep first things first in our efforts to maintain a free society under law.

We must together eliminate the environments that breed crime.

We must together eliminate the economic conditions that break down respect for law.

We must together eliminate the obstacles to effective education.

We must together eliminate the obstacles of bias and prejudice.

The crime rate rises in proportion to our inertia toward the conditions that breed crime. Police efficiency alone cannot offset the consequences of any community's inertia.

As leaders in local police organizations throughout the country, I hope you will use your influence within your own communities to bring this home to your responsible local citizens. We must attack our community problems with something more than a night stick.

The policeman on the beat has no force on his side stronger than the force of good housing, good schools, good jobs and good opportunities and good homes. As a nation we must not attempt to substitute the courage and bravery of dedicated police officers for the courage, bravery and dedication we always need from the public in facing up to our community problems.

### Time for Action

In all our free world countries, this is a time of growth and expansion, a time of hope, a time of upward movement and broadening opportunity.

It is also a time when many are being left behind. The ill-trained, ill-educated and ill-prepared live in conditions which give them less and less opportunity to participate constructively or responsibly. If we indifferently forget them today, they will impressively and tragically remind us of their presence tomorrow.

When we speak of the contest between freedom and communism as a contest of systems, too often we underemphasize the fact that the contest between economic systems, school systems, agricultural systems and social systems of East and West are merely parts of the ultimate contest between political systems. The final outcome of the great struggle of this century will be determined by which political system responds best to the needs and wishes of the people who live under it, which political system can do the best job in educating, in feeding, in clothing, in housing a man and his family.

### Answer to Crime

Responsible police officers can help us all by emphasizing to local communities in their reports, in presentation of crime statistics, in personal appearances before civic groups the necessity for effort by the public and by makers of public policy as well as police patrols to make our metropolitan centers better places to live, to raise families, for all the people.

We in the United States have especially benefited from J. Edgar Hoover's insistence that this nation does not need a national police force, that the answer to crime must be an efficient and well-trained law enforcement profession.



Hon. Lyle C. Wilson.

at local and state levels as well as national, and that the law enforcement officer must be "the guardian of civil rights, the protector of the weak, and the defender of the innocent."

As crime today is a local problem everywhere, so the responsibility for curing the conditions which breed and trigger crime along our streets is a responsibility that begins at home.

### Justice Is Goal

Our goal always must be justice. When our courts are demanding and meticulous in regard to the rights of the accused, we may find it annoying at the moment. But it is not the courts which make police work harder—it is most often the inertia and indifference of our communities. Before we ask the courts to be less concerned with human freedom, I believe we must ask our communities to be much more concerned with human dignity and opportunity.

Whether your home is in the United States or in other lands, I hope you will return there from this course at the National Academy determined to exercise a new quality of leadership in arousing dedicated public effort against the causes of crime and lawlessness. As you serve this role, you and your forces will be serving as a vital and valuable arm of our free and responsible societies.

And I take great pride in saying to you this morning that in the thirty-two years I have spent in Federal service, and the hundreds of thousands and millions of people who have come from all of the states in the Union, I can say without fear of contradiction and with the complete confirmation of my wife who has brought a great many groups to the FBI here, one thing that has most impressed, indelibly impressed, the citizenry who have come to this capital of the free has been the efficiency and the competence and the courtesy and the justice of this great

organization headed by this great American, J. Edgar Hoover.

Following is the address given by Mr. Wilson:

It is truly an honor to participate in this graduation ceremony of the FBI National Academy. As a Washington newsman, I have grown accustomed to *observing and reporting*, but seldom have I had the privilege of actively *participating* in so significant an event as this.

On behalf of the journalist friends of the FBI National Academy—not only those who help fill this auditorium to capacity today, but others throughout the United States and in other countries as well—I extend heartiest congratulations to the 96 outstanding members of this 71st Session.

The past 12 weeks have been a period of hard work, self-discipline and personal deprivation for each of you. The curriculum of this training school is difficult. It requires continuous attention to detail, personal sharing of knowledge and abilities, as well as long hours of study both day and night by every officer who is fortunate enough to be selected to attend.

This morning, the 71st Session stands on the threshold of graduation, each member a better man and a stronger asset to his department for having completed this course. And as you return to your homes—some as far away as Pakistan, Cyprus, Liberia, Ireland and distant points of the Western Hemisphere—I hope you will reflect upon the debt you have incurred during the past 12 weeks in Washington, D.C. Not your debt to J. Edgar Hoover and the men and women of the FBI—for Mr. Hoover is an elegant host; and I know that he and his staff feel genuinely honored to have had the opportunity to share their knowledge and their facilities with you.

Rather, I refer to the debt you have incurred at home:

The debt to the fellow members of your department who shouldered additional assignments and worked extra hours to fill the void created by your temporary absence;

Your debt to the citizens of your community, state or nation, who, in most cases, have helped to defray the additional expenses you incurred while attending this tuition-free Academy; and

Your personal indebtedness to the body politic of the United States, whose fundamental belief in decency, law and justice made it possible, 28 years ago, for J. Edgar Hoover to found this "West Point of Law Enforcement."

To fit the popular conception of newspaper officials, I am supposed to be callous. But I'm not; nor are the overwhelming majority of newsmen. I felt the same sense of anxiety and pride as you did when Faith 7 soared from its launching pad last month, carrying Astronaut Gordon Cooper on his orbital flight which was so vital to our space program. And I had the same feeling of personal loss as decent people everywhere when a man of great love and humility passed from this world at the Vatican in Rome less than three weeks ago.

When it comes to being a person of feeling and emotion, I plead guilty. I shall always feel indebted to John Glenn, Gordon Cooper and the other members of our Astronaut team who have risked their lives to forge new trails of scientific achievement and understanding. I shall always feel indebted to religious leaders such as



Shown at the auditorium following the ceremonies, from left to right, are: Mr. Forrest M. Dodge; Asst. Atty. Gen. Herbert J. Miller, Jr.; Hon. Lyle C. Wilson; Director J. Edgar Hoover; Vice President Lyndon B. Johnson; and Dr. Edward L. R. Elson.

Pope John to whom no sacrifice is too great if it promotes the cause of humanity. And I shall always feel indebted to the honest, hard-working "men in blue" who symbolize safety and comfort to the average citizen of the United States.

In the years ahead, I hope to see the power of the press exerted more strongly in behalf of the law enforcement profession—such as it was at the height of the gangster era of the 1930's. In those days, a corps of crusading newsmen—*repulsed* by the spread of gangsterism and the growth of juvenile crime clubs—seized upon the exploits of Mr. Hoover's G-Men to help create a true image of heroism in America.

As a newsman and as a law-abiding citizen, I am *repulsed* by many phenomena which I observe today in the field of crime and the administration of justice. There is, for example, the cold statistical fact that our country continues to ascend a spiraling staircase of lawless activity which seemingly has no end. Year after year, our national crime totals continue to grow; and a report released by the FBI two weeks ago indicates that 1963 will be no exception. Seven percent more crimes were recorded by police in the first three months of this year than during the same period of 1962.

How have we, as a people, attempted to meet this problem? In general, by aloofness, nodding acceptance, and

an attitude of "Let Fred do it. It's not my responsibility."

Crime flourishes under conditions such as these. And, unfortunately, so do graft, corruption and hare-brained schemes for reducing crime and rehabilitating criminals.

Americans have a dangerous tendency to be overly indulgent. We tolerate the mollycoddling of teen-aged hoodlums who actually belong behind bars. And when these young terrorists reach adulthood, we calmly stand by while misdirected parole and probation authorities unleash them once more, unreformed and unrepentant, to prey upon society. How often police officers are required to pay with their lives for the blunders and abuses committed under a guise of rehabilitation!

In our courts, we permit the rights of society to be trampled by narrow-minded judges and attorneys whose overriding concern for the criminal has, all too often, obliterated the true meaning and purpose of our constitutional guarantees. The entire area of arrests, searches, seizures and confessions—in particular—has been subjected to so many distorted interpretations and to such unrealistic demands that the conscientious police officer must be tempted to throw up his hands and seek a different career.

In the fight against the deadly menace of subversion, the overly indulgent attitude of Americans is obvious to an equally disturbing degree. Despite the FBI's fine

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## *Chillicothe Police Build New Firearms Range*

**GEORGE W. RICE**

*Chief, Chillicothe, Ohio, Police Department*

THE CITY of Chillicothe is located in southcentral Ohio which is predominantly a rural area. The population is approximately 25,000. The Chillicothe Police Department consists of 29 officers and 2 civilians.

I was appointed Chief of the Chillicothe Police Department in 1957. At that time none of the officers in the department had had extensive firearms training, and facilities for such training were extremely limited. It was this situation that encouraged me to start planning an outdoor pistol range for practical training. In 1958 I attended the 62d session of the FBI National Academy and received information and training there that was invaluable with regard to my range project.

### **Locating a Suitable Site**

In selecting a site I was governed by three factors: (1) Safety; (2) Accessibility; (3) Cost.

After a survey, it was determined that the Chillicothe City landfill area located about 2 miles from the corporate limits of the city met all qualifications.

The site chosen for the range was unfit for landfill operations or for farming. There were no residences located within a mile of the impact area. The impact area was the base of a mountain, and this land could be acquired by the department at no cost.

Heavy equipment was needed to clear and level the land. This was obtained through donations

and cooperation of State, county, and other city departments at no cost. Most of the work was done after working hours, evenings, and weekends. Considerable work was done by police officers from the department in off-duty hours.



**Chief George W. Rice.**



Range spot before development.

The site was marked for three practical pistol course lanes 60 yards long, 5 feet wide with a 10-foot embankment area, and 60 feet between lanes. We then set in 2-foot by 2-inch pipe, donated by a local industry, spaced 5 feet apart for target holders. Two-foot by 3-inch pipe was used at target ends of the practical pistol course lanes and at 25-yard and 50-yard barricade locations. Holes for pipe were dug by a tractor with a post hole attachment.

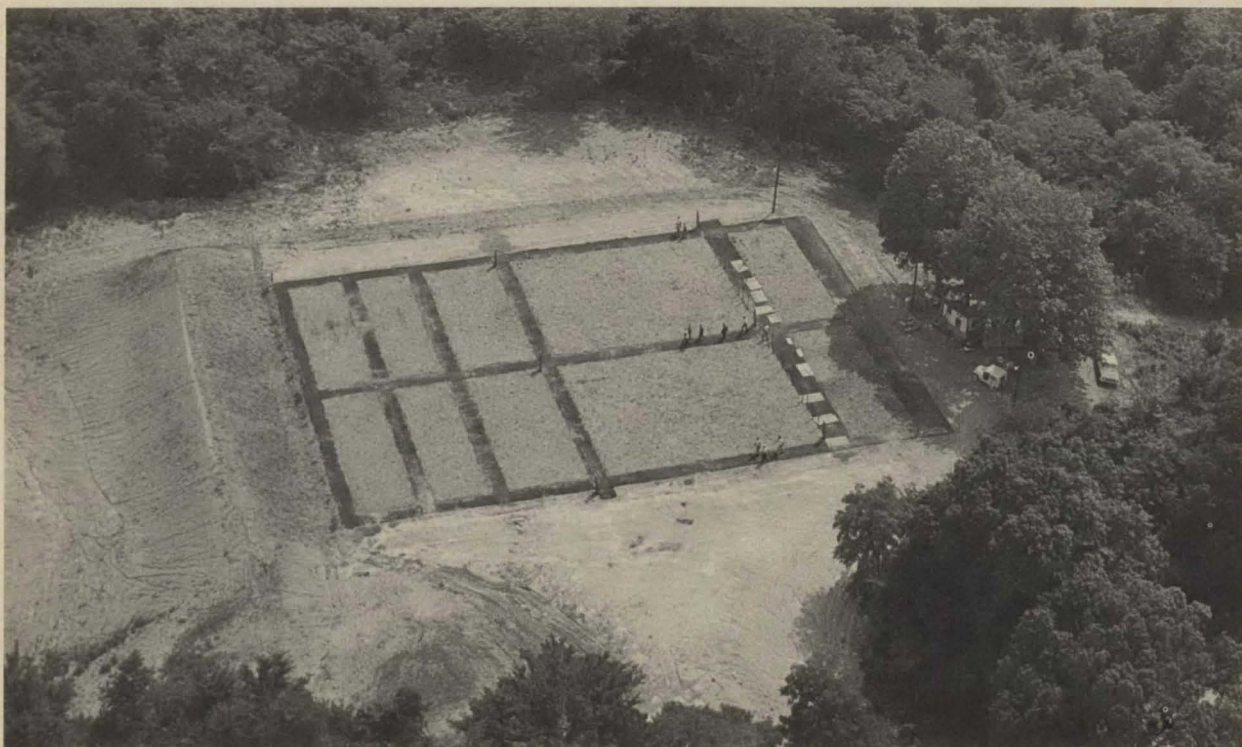
Gravel was obtained from the landfill area and spread, raked, and rolled on the lanes. Barricades were made by off-duty officers from lumber purchased by the Fraternal Order of Police (FOP). A discarded small building was obtained from a local businessman and moved to the range site for a target shed.

The temporary range was completed during the spring of 1959, and officers began intensive training in the proper use of firearms. Increased demands for ammunition necessitated purchasing reloading equipment at about \$300 to \$400, enabling the department to reload .38 caliber ammunition at the cost of about 2 cents per shell.

### Rebuilding the Range

Improvements of the range were suggested by the city engineer in the fall of 1961, which included: (1) Leveling and grading to eliminate erosion and improve drainage. (2) Raising embankment. (3) Hard surfacing the lanes. (4) Seeding grass.

Plans presented to the City Council were approved, and \$2,500 was allocated for improvements. Invitations to bid for various jobs were sent to interested contractors, and contracts were obtained as follows:



Aerial view of firearms range of Chillicothe, Ohio, Police Department.

(1) \$700 was allotted for leveling, grading, raising the embankment, and trenching lanes.

(2) \$1,800 was allotted for blacktopping lanes and seeding grass (831 square yards of T-35 was used for the surface with a 4-inch base of 1-18. Fertilization and seeding were required on 2,494 square yards of land).

### **Tile Installed**

All pipes previously set in the ground were removed and replaced with 3- and 4-inch field tiles which are 2 feet long. Twenty-six 3-inch tiles were set in at the firing line for target holders. We used 44 4-inch tiles at target locations at the ends of the practical pistol course lanes, at barricade locations on the 25-yard and 50-yard positions, and spaced 5 feet apart across the 50-yard line for 26 barricades (2 inches by 4 inches by 8 feet) for position shooting. The cost of the tile was 39 cents each, plus 25 cents each for caps.

In addition, three 1,500-watt lights were installed, one at the end of each practical pistol course lane, mounted on poles donated by a local utility company. Departmental personnel set the poles and wired the lights. The lights were purchased at less than \$100. The lights made possible additional firearms training at night.

The FOP purchased a \$125 loudspeaker system which is used for range control. A 10-inch speaker is mounted on the light pole behind each practical pistol course lane. The Ross County Prosecutor's Office of Chillicothe donated a spotting scope.

### **Improvement Noted**

I feel that the funds furnished for the final improvements were made available as a result of visible effort and sacrifice exhibited by departmental personnel in building the first range. This tended to increase interest in police training (particularly firearms) among city officials as well as departmental personnel.

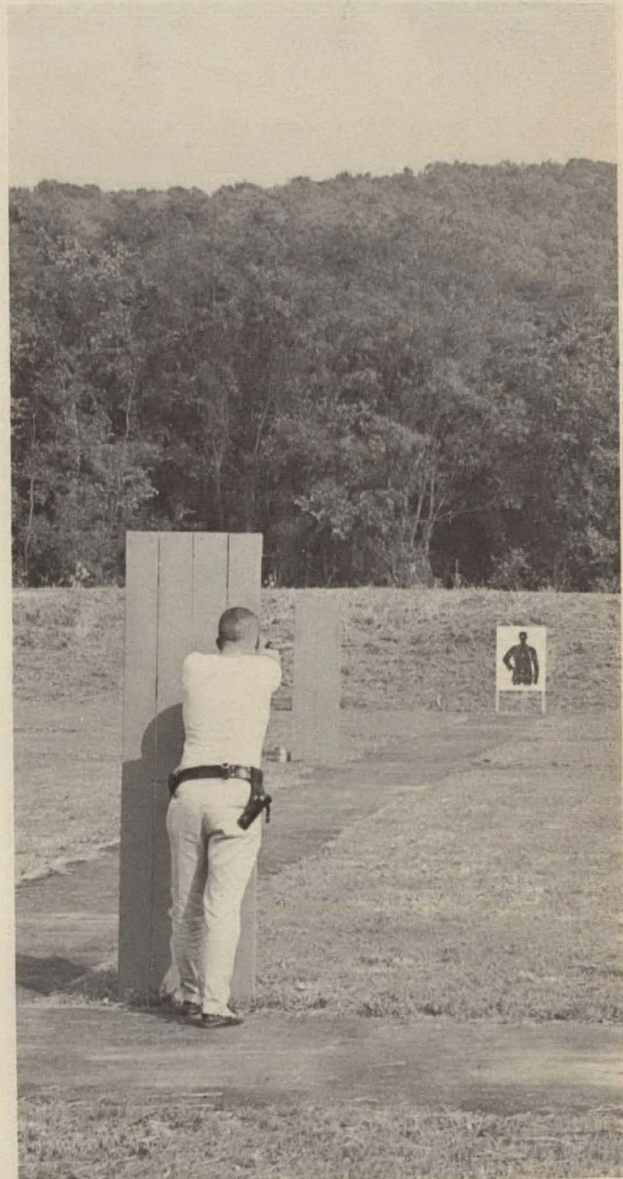
Since our first range was completed, my department has averaged firing 25,000 rounds of ammunition yearly. I have witnessed a gradual improvement in the firearms ability of my personnel. Early scores for the Practical Pistol Course were averaging about 50 points. Today my department average for the practical pistol course is in the 80-point category. A trophy is given

each year to the officer with the highest overall average and to the officer showing the most improvement. This has increased competition among the men and fostered strong interest in firearms.

The Chillicothe range today is a perfect illustration of cooperation and assistance within the department and with outside agencies. Much assistance and guidance were received from the FBI.

Today, our range is utilized by law enforcement agencies in southcentral Ohio and by the FBI.

An outdoor range for a small department can become a reality when approached with a positive attitude and with determination.



**Ground view of completed firearms range.**



New Jersey Chiefs in station concourse after welcome by FBI Agents.

## NEW JERSEY POLICE CHIEFS VISIT FBI

SOME 300 MEMBERS of the New Jersey State Association of Chiefs of Police, together with mayors and other civic leaders from localities throughout the State, visited FBI Headquarters in Washington on May 22, 1963. The group traveled by train, arriving in midmorning. They were conducted on special tours of FBI facilities and had lunch at the cafeteria in the FBI Identification Building. The trip has become an annual event for the New Jersey group. In the past, they have visited the FBI Academy and the Firearms Ranges at Quantico, Va.



Chiefs enter Union Station.



Officers board buses at station.





An FBI Agent explains exhibits to interested officers.



A special firearms demonstration was the highlight of the visit. Here a Special Agent of the FBI points out the finer points of firing the submachinegun to the Chiefs on the indoor firing range.



FBI Assistant Director Joseph J. Casper, right, welcomes Mr. Matthew Donohue, Executive Secretary of the Association and Mr. William Pierson, former President (on left).



The Chiefs stopped for lunch before resuming tour.



Artist G. Watson James, Jr., and Col. Woodson view portrait of Trooper Robert Smith who was killed in a traffic crash.

## *Art Gallery Honors Troopers Killed in Line of Duty*

**COL. CHARLES W. WOODSON, Jr.**

*Superintendent, Virginia State Police, Richmond, Va.*

A TROOPER of the Virginia State Police speeds alone to a small-town bank to investigate a report that it is being robbed. With no regard for personal safety, he apprehends and disarms one bandit but dies in the hard path of duty as a second bandit empties a revolver into his back.

A B-17 is overdue on a mission to Munich in World War II. The ground crew waits with waning hope and realizes all too soon that a

trooper who temporarily shed his blue and grey uniform for that of the Army Air Force will never again see the beauties of his Virginia countryside.

A patrol car cuts through rain and darkness at high speed as the driver takes his life in his hands to overtake a dangerous traffic violator. A drunken driver weaves crazily into his path to make the trooper's patrol his last one.

So died troopers of the Virginia State Police

In these and other ways, 24 members of the force gave their lives in the line of duty. Twelve died in traffic, five were shot to death, three were killed in action in the European Theater during World War II, two died in an airplane accident while on an official errand of mercy, another succumbed to pneumonia contracted during a successful all-night attempt to apprehend a murderer, and still another suffered a fatal injury attempting to subdue a runaway horse at a fair.

### To Honor the Dead

For policemen who give their lives there are no monuments or public memorial services. The public little notes their passing; they are forgotten all too soon, and many times their families face a bitter struggle for existence. Good police officers do not accrue wealth. Yet their unselfish service should be remembered as in the lines of the British poet, Rupert Brooke, who also made the supreme sacrifice as a naval officer:

*"Blow out you bugles, over the rich  
Dead!  
There's none of those so lonely and  
Poor of old,  
But, dying, has made us rarer gifts  
Than gold."*

One man, perhaps more than any other in Virginia, felt this sentiment. He is G. Watson James, Jr., one-time editor of the *Virginia Trooper*. An artist in his own right, he visualized the first art gallery in the Nation to commemorate those police officers who died protecting others.

In 1943, he consulted with me as to such a project for Virginia. Frankly, I was skeptical as to how funds could be raised or allotted, although I was touched by the idea.

### Promise of Success

Mr. James, however, was certain his dream could be realized. He was confident that other artists of Virginia would gladly assist him by offering their talents gratis.

He was right. The first two approached began work immediately. One of them, a member of the Virginia Art Commission, also secured the services of another member and they quickly laid the project before still others, with heartening success.

The Virginia Art Commission is composed of

six members appointed by the Governor, with the Governor serving *ex officio*. Members are artists, architects, and recognized *connoisseurs* who must pass judgment on any works of art, structures, fixtures, and landscaping accepted by, purchased by, or donated to the State. As such, the Commission is charged with approving the proposed portraits for hanging at State Police Headquarters. As enthusiastic and encouraging as was the initial response, the road was long and rocky. It was also adversely affected by the progress of the war. The work had to be completed from photographs and in many cases suitable ones were difficult to locate.

### Gallery's First Unveiling

Finally, in 1947, 12 portraits were completed. One of these was by Mr. James and another by a distinguished Negro artist who remarked, "I shall esteem it a privilege to be represented in the honor gallery." Although photographs which would enable the painting of two more had not been located, it was decided to go ahead with the first unveiling on June 27 of that year.

Wearing white gloves, an honor guard of troopers was stationed at parade rest with backs to the 12 veiled portraits. Virginia officials, people with present or past affiliations with the department, families of the deceased, the artists, and other guests filled the assembly room.

After an invocation and an address by a prominent speaker, the trooper guards were called to



Mother of Insp. Neville Hatcher contemplates canvas commemorating her son, the first of the Department to die in the line of duty. He was shot to death apprehending a murderer.



Artist John Slavin shows completed portrait of Investigator Wallace M. Simpson who was shot to death by a maniac. Lt. S. C. Waddill assists in modeling.

attention. They were then given an "about face" and "prepare to unveil." At the command "unveil," each trooper dropped a veiling to the floor, stepped back, and came to hand salute. Those who had known the men represented were alone with their memories for a moment.

### Memorial Canvas

On May 5, 1950, the second acceptance and unveiling took place. During the interim, photographs of one of the deceased had been located and another trooper had been killed in traffic.

Despairing of locating photographs of the other trooper, an artist had executed a memorial canvas. It depicts a trooper's cap, similar to that worn at

the time of his death, atop a gun belt with a background of Virginia hills. Imposed upon it is a shield bearing a replica of the then existing badge and the motto: "Imago Eius Nobis Non Est Sed Memoria Numquam Perebit," which translates loosely from the Latin into, "His Image is no Longer With us, But His Memory Will Never Perish."

In 1962, Mr. James located the necessary photographs, long forgotten, and a portrait was executed and later presented.

### Memorial Gallery

Four more portraits were presented on November 25, 1952, three on March 23, 1956, one on February 21, 1958, and one on March 20, 1962 (the portrait supplanting the memorial canvas), and one on December 14, 1962. It is fortunate that at this time no portraits are in abeyance.

An interesting feature of the 1952 presentation was a small copy of a magnificent 11- by 10-foot mural depicting symbolically the Trooper's Pledge which each trooper completing basic training takes at his graduation ceremony. The mural itself is located in the hallway of the Administrative Headquarters Building, adjacent to the portraits.

To Mr. James and the other artists who gave so unselfishly of their time and their talents goes the undying gratitude of the Department and the families of those who gave everything that law and order might prevail in Virginia.

We hope that their reward will lie in the department's pride, the majesty of these works of art, the gratitude of those most affected, and even in the tears that well so freely at each unveiling.



Unveiling of portraits and replica of mural on November 25, 1952.

# *New Changes Approved for Uniform Crime Reporting*

*Action taken in special meeting to attain greater uniformity in crime reporting and to achieve better identification of the nature of criminal acts.*

SOME SIGNIFICANT changes in Uniform Crime Reporting have been recommended and approved by the Committee on Uniform Crime Records of the International Association of Chiefs of Police, Inc. They will go into effect January 1, 1964.

The changes relate primarily to breakdowns or subdivisions of various crime categories and were made to achieve better identification of the nature of criminal acts and a higher degree of uniformity in crime reporting.

The proposals were reached at a meeting of the Committee on April 29 and 30, 1963, following recommendation by FBI Director J. Edgar Hoover that the Committee hold a special session to consider the matter. Mr. James M. Slavin, former Chief of Police, Denver, Colorado, is Chairman of the Committee and presided at the meeting.

In connection with the monthly Return A, Offenses Known to the Police, the Committee approved a subdivision of the Forcible Rape category to eliminate questionable situations. Under the new proposal, the category will now be reported under (a) rape by force and (b) assault to rape—attempts.

## **Robbery Subdivided**

Under the crime category of Robbery, the Committee recommended subdividing it as (a) armed robbery—any weapon and (b) strong-arm robbery—muggings, no weapon.

A change was also recommended under the category of Aggravated Assault. This crime classification generally presents one of the biggest problems in uniformity of reporting. Accordingly, it was the Committee's decision that greater consistency could be obtained by recording all assaults on the basis of offenses known, along with a subdivision by weapon. This breakdown of all assaults would be (a) by shooting, (b) by cutting or stabbing, (c) by other dangerous weapons, (d) by personal weapons—serious injury, and (e) all other simple assaults.

To better identify the nature of Burglary and to obtain a more uniform count, the Committee recommended this category be subdivided into (a) forcible entry, (b) unlawful entry (no force), and (c) attempted forcible entry.

In connection with Larceny (theft), no further subdivision by valuation was recommended. It was the consensus of the Committee that further study be given to this crime classification looking toward a collection of Crime Index larceny by type of theft.

Under Offenses Cleared by Arrest, the Committee recommended the following breakdown of Column 5 of the monthly Return A:

- (a) Offenses cleared by the arrest of persons 18 years of age or over.
- (b) Offenses cleared by the arrest of persons under 18 years of age, and
- (c) Involvement of both (a) and (b).

In adding category (c) above, the Committee pointed out that it would be worthwhile, noting that the recent Uniform Crime Reports auto theft survey showed that 10 percent of the clearances resulted in the arrests of adults and juveniles operating together.

### Item Dropped

In studying the Supplement to the monthly Return A, an agreement was reached recommending that item Number 7, Auto Theft, broken down by "joy-riding" and "all other" be dropped.

In addition, 6x of the Supplement pertains to larceny and contains an "all other" category which represents 36 percent of all larceny thefts. The committee revised the 6x breakdown to include thefts from coin machines, including parking meters, and thefts from buildings, other than shoplifting.

The Annual Return form was also studied by the group. It agreed to a separate annual return to reflect police arrests of young persons 10 and under, 11 and 12, 13 and 14, and individual age categories for 15, 16, and 17. In addition, this arrest information will be collected on the basis of race as well as sex and specific criminal act.

The Committee approved the following extension of the Uniform Classification of Offenses for the annual collection of arrests of persons under 18 years of age.

Vandalism—malicious destruction of property  
Arson  
Curfew and loitering laws  
Runaway.

### Arrest Data by Age

Since population data clearly demonstrates the two fastest growing age groups are those under 18 years of age and those over 50, the Committee recommended a more detailed collection of arrest data for the older age groups. The Committee approved a separate annual return of arrest data by age, sex, and race for offenders 18 years of age and over. This will include single year breakdowns from 18 through 24 as presently collected. The older age grouping, presently collected on the basis of age "50 and over" will be tabulated in 5-year groupings, 50-54, 55-59, 60-64, and 65 and over.

The Committee discussed in detail the present Uniform Classification of Offenses particularly with reference to the part II offenses. The Com-

mittee approved the following:

1. Fraud and embezzlement arrests which are presently collected as one figure will be separated and arrests for each offense collected individually. Forgery and counterfeiting will continue to be collected as one total figure since it was a consensus that counterfeiting made up an insignificant part of the total volume of arrests for these two offenses.

2. Sex offenses which are presently collected as a gross figure with no delineation except for forcible rape and prostitution should not be subdivided until after a UCR special survey to determine which breakdowns are realistic.

3. Narcotic drug law arrests were approved for subdivision particularly to identify the pure narcotic offenses from the barbiturate problem. This has been the subject of discussion between the Commissioner of the Bureau of Narcotics and FBI staff during the past year. The Committee felt that rather than restrict this breakdown to cities over 25,000 population it should be collected from all contributing agencies under the Uniform Crime Reporting Program. The approved breakdown for part II narcotic drug law arrests follows:

- a. Opium or cocaine and their derivatives (morphine, heroin, codeine)
- b. Marijuana
- c. Synthetic narcotics—manufactured narcotics which can cause true drug addiction. (Demerol, methadones)
- d. Dangerous non-narcotic drugs (Barbiturates, benzedrine)

4. In order to better identify the character of the criminal acts involved in the gambling classification, the Committee approved the following subdivision of gambling arrests.

- a. Bookmaking (horse and sport book)
- b. Numbers and lottery
- c. All other

5. The Committee approved the addition of arson arrests as a separate category in the annual return of persons arrested. It also agreed after full consideration to delete "suspicion and investigation arrests" as a separate category in the collection. The latter will be included in "all other" offenses where statutory authority provides for arrests of this nature. "Driving while intoxicated" as it appears on the listing will be reworded "driving under the influence" since the former is a too narrow construction. Driving under the influence has always been carried in the broad definition and will better identify the type of act to be counted in this classification.

6. The Committee discussed a proposed realignment of the offenses which make up part II of the Uniform Classification of Offenses. It was pointed out that where an arrest is made that involves multiple charges the procedure is to select the most serious or the offense which appears first in the listing. The realignment will drop the public nuisance offenses of drunkenness, disorderly conduct and vagrancy to the lowest rank.

7. With respect to Return C, Annual Return of Persons Charged, the agenda recommended that items 23, 24 and 25 on the Uniform Classification of Offenses be withdrawn from the listing and collected in total merely to show

total police activity in the traffic enforcement area. After discussion, the Committee felt that these traffic violations could be eliminated entirely from Uniform Crime Reporting since they are collected in greater detail by the National Safety Council. Arson and vandalism will be carried as specific offenses on the Return C.

Detailed information and instructions for implementing the changes approved by the Committee are being prepared by the FBI and will be submitted to all contributors in the near future.

### Officers Participating

In addition to Chief Slavin, other Committee members participating in the meeting were Jerome J. Daunt, Executive Secretary of the Committee, Federal Bureau of Investigation; A. Everett Leonard, Director of Field Service Division, IACP; Commissioner of Police Michael J. Murphy, New York, N.Y.; Chief of Police Paul

A. Shaver, Albuquerque, N. Mex.; Chief of Police Edward M. Toothman, Oakland, Calif.; Chief of Police James I. Waller, Winston-Salem, N.C.; and Chief of Police Walter L. Wiski, Duluth, Minn.

Other invited participants included Inspector of Police Millard Meers, Philadelphia, Pa.; Sheriff Bryan Clemmons, East Baton Rouge Parish, Baton Rouge, La.; Chief of Police William L. Faulstich, Redwood City, Calif.; Chief of Police Robert V. Murray, Metropolitan Police Department, Washington, D.C.; Chief of Police Stanley R. Schrotel, Cincinnati, Ohio; Dr. Peter P. Lejins, Consultant, Professor of Sociology, University of Maryland; Donald N. Cassidy, Observer, Dominion Bureau of Statistics, Ottawa, Ontario, Canada; and I. Richard Perlman, Children's Bureau, Department of Health, Education, and Welfare.

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## AMERICAN LEGION AWARD FOR FIREARMS PROFICIENCY

THE AMERICAN LEGION National Academy Firearms Proficiency Award was presented to Lt. William C. Banner, of the Corpus Christi, Tex., Police Department, on June 17, 1963. The presentation was made by FBI Director J. Edgar Hoover.

The purpose of the award is to promote competitive interest among FBI National Academy trainees participating in firearms courses scheduled during their session at the Academy. Selection was made on the basis of overall average pro-

ficiency in the use of firearms. Mr. Banner's overall shooting average was 96 percent. He was a member of the 71st Session of the Academy which graduated June 19, 1963.

The American Legion voted to make the award at their convention in Las Vegas, Nev., last year.



Lt. Banner, Corpus Christi, Tex., receives the Award from Director Hoover.

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### NEW HAVEN POLICE USED POLICE DOGS IN 1910

Although the use of police dogs in the fight against crime has come into popular usage within the past few years, the custom was practiced in New Haven, Conn., as far back as 1910.

The New Haven Police Department used two dogs on night patrol to prevent thefts and burglaries and for breaking up rowdy gangs which were prevalent in a certain section of the city during that era.

The dogs were kept unleashed and muzzled and were used for a period of 10 years with good results. When it was decided to discontinue this method of patrol, the two dogs were honorably discharged from the department.

*New Haven memo, 7-24-62  
dissected to Crime Records Section 21  
caption - "Unusual Investigative  
Techniques"*

## NATIONAL ACADEMY

(Continued from page 10)

efforts in penetrating the Communist Party, USA, and gathering evidence of violations committed by the Party and its individual members, the communists continue to walk the streets with seeming impunity. Never before have so many loopholes, technicalities and delaying tactics been employed to thwart the interest of justice!

And while these communists defiantly pile one court appeal upon another, they continue to do the Kremlin's bidding—undermining, infiltrating, spreading lies and confusion. How truly incredible it is that the administrations of American colleges and universities have approved the appearance of communist spokesmen on their campuses—knowing full well that they represent the same deadly conspiracy that has massacred millions of freedom-loving people in Hungary, China, East Germany, Cuba and other slave camps of the communist world.

This overindulgence may be attributed to several factors—misinformation, refusal to face the facts, wishful thinking. The most common cause, however, is sheer ignorance; and often it is a "calculated ignorance." I use the term "calculated ignorance" because there are many areas of information—particularly those which might prove unpleasant or disquieting to the conscience—that Americans tend studiously to avoid.

For the same reason that some persons will endure a tremendous amount of pain before they will visit a doctor or dentist a great many others close their minds to obvious needs and problems confronting their community, their state and their nation. They purposely dodge the facts, because *they are afraid of finding that something needs to be done.*

This attitude of "calculated ignorance" has become far too prevalent where matters involving law enforcement are concerned.

How many citizens, I wonder, know the size of their local police department; the condition of its equipment; the adequacy of its budget? How many know the educational backgrounds or the training required of the officers who may be summoned to *their* homes at time of grave emergency any hour of the day or night? Only a very small percentage, I would venture to say.

A few minutes ago, I referred to the debt you have incurred by virtue of having attended this 71st Session of the FBI National Academy—a debt to the local citizens and the departments you serve. You can repay this debt by courageous and forthright performance of duty; by providing an example to be looked up to by the people of your community and the members of your department; by keeping the watchwords of this Academy—"Knowledge, Courage, Integrity"—before you at all times.

You can repay this debt as spokesmen of good law enforcement. Seek out the responsible officials of your local newspapers and broadcasting stations. Appear before civic groups. Buttonhole influential members of the community. Make certain that they understand both the problems and the achievements of your department. Build a counteraction against any condition which hampers that department in the prompt, effective and impartial performance of its duties.

The American people need honest, efficient law enforcement today as never before. Give your local citizens the facts—starkly, realistically. Remember that an informed public is your best assurance of support—the support which our law enforcement profession so richly deserves.

The members of the graduating class of the 71st Session of the FBI National Academy are:

Bill W. Adkins, West Virginia State Police.  
Shah Mohammad Ahsan, East Pakistan Police, Dacca, East Pakistan.  
Franklin A. Arthur, U.S. Park Police, Washington, D.C.  
Charles William Astleford, Caldwell, Idaho, Police Department.  
Charles J. Atkins, Raleigh, N.C., Police Department.  
William C. Banner, Corpus Christi, Tex., Police Department.  
Clarence Albert Barnes, Lexington County Sheriff's Office, Lexington, S.C.  
Doyle O. Bateman, Waynesboro, Va., Police Department.  
Paul L. Bentley, Dallas, Tex., Police Department.  
Raul Jorge Biancardi, Argentine Federal Police, Republic of Argentina.  
Robert N. Bradbury, St. Louis County Police Department, Clayton, Mo.  
Harold E. Bray, Jefferson County Sheriff's Office, Golden, Colo.  
Leigh M. Brilliant, Walnut Creek, Calif., Police Department.  
Lem Brumley, Jr., Indian River County Sheriff's Department, Vero Beach, Fla.  
Norman A. Caron, Kansas City, Mo., Police Department.  
Roberts F. Carver, Weber County Scientific Investigation Department, Ogden, Utah.  
Ivan F. Commons, San Joaquin County Sheriff's Department, Stockton, Calif.  
Robert J. Cotron, Eau Gallie, Fla., Police Department.  
James J. Daley, Cincinnati, Ohio, Police Department.  
John Elwyn Danson, Duval County Road Patrol, Jacksonville, Fla.  
William Paul Devlin, Fairmount Park Guard, Philadelphia, Pa.  
Robert A. Dobart, Baltimore County Police Bureau, Towson, Md.  
Forrest M. Dodge, Louisville, Ky., Division of Police.  
Edward J. Doherty, Irish Police Force, Dublin, Ireland.  
Simon Doitchinoff, New Mexico State Police.  
Richard J. Dunn, Las Vegas, Nev., Police Department.  
Carl J. Ericson, U.S. Marine Corps.  
Donald G. Fach, La Mesa, Calif., Police Department.  
Anthony L. Fantigrossi, Rochester, N.Y., Police Department.  
Louis J. Frank, Nassau County Police Department, Mineola, N.Y.  
Paul E. Furdon, Lexington, Mass., Police Department.  
Robert L. Gisler, Victoria, Tex., Police Department.  
Arthur C. Grubert, New York City Police Department.  
Anton C. Gustin, Seattle, Wash., Police Department.  
Jose Guttman K., Technical Judicial Police, Caracas, Venezuela.  
H. Harold Hodgson, Metropolitan Toronto Police Department, Ontario, Canada.



John S. Hughes, Metropolitan Police Department, Wash., D.C.

Commander Karel Hyer, Lebanon, Oreg., Police Department.

Daniel W. Johnson, Federal Bureau of Investigation.

Dwight W. Joseph, Columbus, Ohio, Police Department.

Jim W. Keith, Amarillo, Tex., Police Department.

John P. Kelly, Bureau of Police, Pittsburgh, Pa.

Ervin W. Kraus, Brown Deer, Wis., Police Department.

Vincent A. La Fleur, Utica, N.Y., Police Department.

John J. Lally, Greenwich, Conn., Police Department.

Donald G. Licht, South Dakota Division of Criminal Investigation, Pierre, S.D.

William J. Lillenthal, Wyandotte, Mich., Police Department.

Daniel B. Linza, Kirkwood, Mo., Police Department.

Gordon E. Loveland, Springfield, Mo., Police Department.

Herbert C. Mapes, Newport News, Va., Police Department.

Charles Gordon McLaughlin, Rye, N.Y., Police Department.

James J. McNamee, Philadelphia, Pa., Police Department.  
Charles W. Michaelis, Garden Grove, Calif., Police Department.

Patrick Moses Minikon, National Bureau of Investigation, Monrovia, Liberia.

James Thomas Morris, Jr., Midland, Tex., Police Department.

Jack L. Mullenix, Oklahoma City, Okla., Police Department.

Harry A. Munch, Oak Lawn, Ill., Police Department.

Lewis E. Mutters, Ashland, Ky., Police Department.

George D. Nelson, National Police Force, Republic of Liberia.

Harry B. Nelson, New York State Police.

Thomas P. Nevins, Sr., Hialeah, Fla., Police Department.  
Robert W. Oliver, Nome, Alaska, Police Department.

R. B. Owens, Jr., Metropolitan Police Department, Nashville, Tenn.

Demetrios M. Papageorghiou, Gendarmerie Force, Cyprus Republic.

Jose Rafael Peralta R., National Police, Dominican Republic.

Alfred H. D. Perkins, III, Armed Forces Police, Wash., D.C.

Lyle C. Perkins, Medford, Oreg., Police Department.

Joseph J. Perrino, Metuchen, N.J., Police Department.

Robert E. Peters, Federal Bureau of Investigation.

Henry J. Pratt, Federal Bureau of Investigation.

David Howard Riley, Atlanta, Ga., Police Department.

Alfonso Rivera-Santander, Peruvian Investigations Police, Lima, Peru.

Ernest E. Rives, East Baton Rouge Parish Sheriff's Department, Baton Rouge, La.

Donald D. Roberts, Salt Lake City, Utah, Police Department.

George Peter Romano, Union City, N.J., Police Department.

William E. Routt, Memphis, Tenn., Police Department.

Charles P. Runkel, Jacksonville, Ill., Police Department.

Neil G. Seeley, Los Alamos, N. Mex., Police Department.

John A. Siamas, Crawfordsville, Ind., Police Department.

Robert M. Sigwald, Jr., Montgomery County Department of Police, Rockville, Md.

Donald E. Simpson, Okaloosa County Sheriff's Department, Crestview, Fla.

Earl E. Sorenson, Dane County Sheriff's Department, Madison, Wis.



Director J. Edgar Hoover presents the John Edgar Hoover Medal for Excellence in the Study of Law Enforcement to Capt. Neil G. Seeley, of the Los Alamos, N. Mex., Police Department. Plaques bearing the Seal of the FBI National Academy were presented to the class officers for the first time. The officers from left to right: Lt. Forrest M. Dodge, Division of Police, Louisville, Ky., president; Leigh M. Brilliant, Chief of Police, Walnut Creek, Calif., vice president; and Lt. Harry B. Nelson, New York State Police, Albany, N.Y., secretary-treasurer.

Leon Starr, St. Clair Shores, Mich., Police Department.  
 Pavlos Zenonos Stokkos, Cyprus Police, Nicosia., Cyprus.  
 Leonard L. Strawderman, Akron, Ohio, Police Department.  
 Paul James Sullivan, Newport, R.I., Police Department.  
 Edwin Surowinski, Hartford, Conn., Police Department.  
 Ralph P. Tackes, University City, Mo., Police Department.  
 Francis D. Taelour, Elko, Nev., Police Department.  
 Monroe Taylor, El Dorado, Ark., Police Department.  
 Robert M. Templet, Baton Rouge, La., Police Department.  
 Ronald Douglas Vance, Speedway, Ind., Police Department.  
 Billy J. Vanhoose, Kentucky State Police.  
 Donald Van Scoyoc, Orlando, Fla., Police Department.  
 William Van Veghel, South Euclid, Ohio, Police Department.  
 Harry E. Walker, Scottsdale, Ariz., Police Department.  
 Robert C. Wilkes, Austin, Tex., Police Department.  
 Stephen F. Wyndham, South Carolina Law Enforcement  
 Division, Columbia, S.C.  
 Alfredo Zapata, National Police of El Salvador, San Salvador, El Salvador.

## ERROR OF 1899?

*(Continued from page 5)*

examine witnesses, to be protected by the same rules of evidence as an adult charged with a crime. He should be afforded the presumption of innocence of an adult, and to demand that the proof of his guilt be beyond a reasonable doubt and to a moral certainty. Most important of all, he should have the right to bail, pending the determination of guilt or innocence, and the right to a jury trial. Some of these rights are denied to young persons charged with a crime in all juvenile courts. All of them are denied in some courts.

Why does this situation exist? Answer: The juvenile is not "charged with a crime!" Instead, we go through a legal fiction in which we exercise the guardianship theory of the juvenile court and oftentimes take him into custody and perhaps keep him in custody on the basis that what we are doing is for his welfare—all without the basic constitutional rights afforded to adults charged with a crime.

The charge is sometimes made that young people in juvenile courts are being treated as second-class citizens. It is difficult, in all honesty, to dispute that charge.

And now to the second great injustice which I mentioned—which may occur under the present juvenile court law—that we let a young person get away with something he knows is wrong, without punishment.

This brings us to the problem of the "wise juvie."

The juvenile court with its guardianship philosophy and its total abandonment of the punitive approach has rendered a certain segment of our youthful population completely impervious to any respect for law and order. What police officer has not had the experience of having an underage hood sneer, "Get your stinking hands off me, cop, I'm a juvenile"? Under the present juvenile court law which combines in one court and one law, the dependent and neglected with the delinquent, the philosophy which is so important for the first two categories is applied indiscriminately to the third category.

There is a strong suspicion in some quarters, particularly among police agencies, that all young people who come before the juvenile court are regarded as unfortunate children despite their varying degrees of antisocial experience. Thus, our sophisticated young criminal has no fear of the juvenile court. He knows in advance that he is going to receive the kind, sympathetic approach afforded to a social problem, not the stern retribution afforded a malefactor. It is submitted that treating such an offender as a misunderstood child merely because of the short time which has elapsed between birth and crime is completely unrealistic. It is an incontrovertible fact that chronological age is no indication of the experience factor. Handling all persons under 18 years of age as naughty children is ridiculous. The bugaboo of having impressionable youthful offenders in contact with adult offenders is often complete nonsense. I have dealt with some 15-, 16-, and 17-year-olds so vicious and so depraved that I would fear for the adult with whom they come in contact. These young people need stern measures, not sympathetic understanding.

## Need For Punishment

I do not for a moment suggest that we retrogress to the point that all offenders are handled in the same court. I would still have a juvenile court distinct from the adult criminal court but also distinct from my newly named children's court, but let this be a new kind of juvenile court; let this be one in which the young criminal offender, and more important, the young potential criminal offender, knows that he is going to receive certainty of punishment for a serious violation of the law. In this juvenile court the judge will not be his guardian. Here the judge will be the stern conscience of society, the protector of the rights of the

innocent, the implacable assessor of retribution to the malefactor. In this court the important change would be that the judge will assess punishment for wrongdoing, not act as a guardian or protector for the wrongdoer.

I recognize that the punitive approach is not a panacea nor a cure-all. I further recognize all too well that the punitive approach is not held in good standing by current thinking in this field. I do not claim that the punitive approach is the complete answer even with adults. I do submit that by every statistic available, it is unquestioned that juvenile crime is increasing out of proportion to adult crime. No one argues this point. I would submit that the punitive approach of the adult court is more effective than the protective approach of the juvenile court. I further submit that until our young people realize that there is an unpleasant aspect to antisocial behavior, the juvenile crime rate is going to soar. This realization can come only after a radical change in the juvenile court law—a change by which the very existence of that court will deter the potential youthful offender from serious crime.

### Cause and Effect

It is true that punishment is based on fear, and fear has apparently become, in this modern day, a nasty word. Of course we would prefer to rehabilitate, to correct, to change, to cure the antisocial individual whether adult or juvenile, but this becomes an awesome task when dealing with the number and type of persons we must deal with in our courts. However, I am not at all convinced that we as yet know enough about human behavior to "cure" with the tools of present-day knowledge in the fields of sociology, psychology, or psychiatry. Unhappily, human behavior has not progressed as far as human knowledge.

Insofar as adults are concerned, a basic part of civilized life is fear of retribution, fear of consequences. It would be nice if we could say that society is based upon mutual respect of all of its members. It is true that this respect governs the behavior of the vast majority of law abiding citizens. Nevertheless there remains a hard core of individuals who remain law abiding only because of fear of retribution. That fear allows the rest of us to live together in an orderly society, secure in the knowledge that someone else is not going to damage our person or property. Insofar as adults are concerned, the simple knowledge of an unpleas-

ant result from certain proscribed behavior is, I submit, quite effective. It is simple and understandable. It is cause and effect—action and consequence. If it is effective with adults, why not with juveniles?

### The Punitive Approach

Let's take traffic law enforcement as an example. This is a distasteful subject since it applies to all of us. A community with vigorous, effective traffic law enforcement and with unapproachable traffic judges who maintain firm standards of punishment for traffic violations is a community with a good traffic record, with a low accident rate, and a negligible traffic death count. Now, are the citizens in that community just naturally more law abiding and more considerate of the rights of others than citizens of other communities? Of course not. They just don't want to get traffic tickets, and they know the inevitability of punishment, if apprehended. It is as simple as that.

Let's take a more dramatic example of the punitive approach. This has happened several times during past holiday seasons. Office parties flourish, drinking gets out of hand, and for a few days before Christmas drunk-driving arrests zoom and innocent people are killed or maimed in traffic accidents. Then the newspapers play it up, editorials are written demanding action. The police department announces a "crack-down" on drunk drivers. Roadblocks are set up. The traffic court announces that all drunk drivers are going to jail. Result—in the week between Christmas and New Year's when you would expect office parties and social drinking to be in full swing, there are no arrests. The reason? Fear of the results of drinking. It is not any rehabilitation of the drinker, nor changing of the inner man. The result? You and I, Mr. and Mrs. Average Law-abiding Motorist, can drive down the highway without being endangered by the drunken driver. The punitive approach? Yes. Fear of punishment? Yes. It's unpleasant to face these somewhat harsh realities, but they exist.

### Punishment Applied

Let me give you an example of the punitive approach when applied to the youthful offender. A few years ago when I did my first stint as a juvenile court judge, one of the first persons brought before me was a chronic juvenile traffic

offender. He had garnered enough traffic citations to literally paper his room. At that time we had an escape hatch in our juvenile court law which provided that we might find a young person is not a fit subject for the juvenile court, and after making this finding then remand him to the adult court. I made this finding in the case of our young chronic traffic offender and promptly sent him to the adult court. There, with his record, the judge promptly clapped him in jail for his current offense. A few hours later I was in the anteroom of the jail and our young friend was talking over the telephone to his parents. All I heard was the plaintive wail, "But they can't do this to me. I'm a juvenile." That young man never came back to court again. For all I know the shock may have been so great that he left the area. I do know that law-abiding drivers in this area were relieved from the danger inherent in his mad-dog driving habits. Was this punitive? Yes. Was it effective? Yes. Was it corrective and rehabilitative? Apparently so.

For every antisocial act there is an unpleasant result. Isn't that life reduced to its simple terms? That is the way we train our children. That's the way we handle adult criminals. That's the way we should handle youthful criminals.

My plea is not addressed to the courts. My plea is addressed to the legislature. For 64 years we have tried the guardianship and protective philosophy in handling antisocial young people. The results would hardly qualify as a howling success. Sixty-four years seem to me to be a long enough time to try an experiment. Why not go back to a philosophy of deterrence for 64 years? We could try it at least, and for the next 64 years decent citizens might be able to take an evening stroll without fear of assault or worse. By the year 2,000 we should have the answer. One system or the other would certainly have been proven more effective. In the meantime, the ordinary law-abiding citizen, adult or juvenile, has had the break now given only to the youthful offender.

Of course we should keep all of the correctional and rehabilitative practices we now have and use them as we now use them in the adult courts, but let it be known that there is punishment for law breakers, young or old. The deterrent effect of this knowledge will inure to the benefit of all. Perhaps this will make an individual juvenile offender sullen, bitter, and antisocial. I am sorry for him. But right now I am more sorry for the rest of us.

## A "Going-Away" Suit for "After-Six"

A SUIT of "clothes" was located in the cell of an inmate of an eastern penitentiary who had attempted to escape on a number of occasions. The suit was made of black plastic of the type used by the prison gardener to cover flowers and young plants during inclement weather.

A guard wearing the "escape suit" was able to move about in the prison yard on a dark night without being seen by tower guards along the prison walls. 63-4296-3-691

Baltimore, 4-3-63



Prison guard models plastic "escape suit."

# NATIONWIDE CRIMESCOPE

## Payment Problems Used as Lure by Auto Swindler

FROM THE Midwest comes this new scheme to swindle cars from unwary owners. Preying on victims with high monthly payments on new cars, the smooth-talking con man scans the newspapers' classified ad sections for a hurried seller.

Contacting the auto owner, who wants to relieve himself of the burdensome installment payments as quickly as possible, the fake salesman tells his victim to bring the car and its title and then convinces him he has a buyer ready.

To sugarcoat the deal, the "salesman" assures the owner his motor sales firm will take care of the payments until the sale is completed at which time the lien would be paid off. So induced, the pleased owner signs his title over to the glib salesman. In most cases, the owner does not even receive any cash for his equity in the vehicle.

When the phoney salesman secures the car's title, he quickly resells it, usually through an auto auction and preferably to an out-of-State buyer. Many times a forged discharge of lien is used to facilitate the transaction.

Often the bunko racketeer will continue the original payments on the car for a few months after he has disposed of it. This is a cover-up to keep the shady deal from becoming known immediately. When the payments are stopped, the original owner learns of the sad truth when his lending agency sends a notice stating he is behind in payments. One such operator was estimated to have made an illegal profit of approximately \$75,000. *63-4296*

*Detroit, 9-5-61*

## CRIME AND POPULATION

During the past 5 years our national population has increased 7 percent and crime 27 percent, showing a rate of crime growth almost four times that of the population. *APR 1962*

August 1963

## Rope Trick Responsible for Liquor Loss

A WHOLESALE liquor dealer in a large eastern city was unable to account for the large number of cases of whisky disappearing from his well-protected warehouse. There was no indication of burglary. The front door was always securely locked. Entrance through the glass skylight on the roof of the building was impossible as it was covered with steel bars spaced approximately 6 inches apart.

Expert police investigation, however, revealed a group of thieves who had found a way to get to the stored liquor. They had loosened a pane of glass in the skylight. During the night hours the group would remove the pane of glass, drop a rope with a loop at one end into the warehouse, "lasso" a case of whisky and pull it up to the skylight. They would then reach between the bars, open the carton, and remove the bottles one at a time. After the carton was emptied, it would be collapsed, pulled up through the bars, and the bottles placed back inside. The burglars would then replace the pane of glass and quietly carry off their loot leaving no noticeable trace of their scheme. *63-4296-53*

*WFO, 4-11-63*

## BANDIT RECEIVES "WARM" WELCOME

A robbery attempt made at the check exchange in a west coast hotel was foiled by a fast-thinking employee.

The robber entered the exchange when one of the female employees was alone and was preparing a cup of coffee. The man placed a ladder against the window and started to climb over the counter.

The employee was unable to reach the alarm button because of the man's obstructing foot on the glass top of the counter. Without waiting to ask if he preferred sugar or cream, she "gave" the robber the cup of coffee—flush in the face. He let out a yelp and fled from the scene. *63-4296-46*

*San Diego, dated 1-5-62*

# WANTED BY THE FBI

**UPTON DRANE, also known as: Pat Drane and Upton Green**

**Unlawful Interstate Flight To Avoid Prosecution (Murder)**

UPTON DRANE, 45-year-old fugitive, wanted in connection with a 1962 murder, is being sought by the FBI for unlawful interstate flight to avoid prosecution. A Federal warrant was issued at Milwaukee, Wis., on April 6, 1962.

## The Crime

On February 3, 1962, Drane reportedly became involved in a fight in a tavern in Milwaukee, Wis. During the fracas he allegedly shot and killed a man sitting in a booth in the tavern. The murder followed an argument which arose when Drane reportedly made an obscene and vulgar remark in the presence of the victim's wife.

## The Criminal

Previously convicted of conspiracy, mail theft, and forging a Government check, Drane is known to have been armed in the past with a pistol and a knife. He has been employed as a laborer, and he has held jobs involving automobiles and garage work. Identifying marks include a cut scar above his right elbow and a burn scar on his left forearm.

## Description

Age ----- 45, born December 7, 1917, Winona, Miss. (not supported by birth records).  
Height ----- 5 feet 9 inches to 5 feet 10 inches.  
Weight ----- 180 to 191 pounds.  
Build ----- Medium.  
Hair ----- Dark reddish-brown.  
Eyes ----- Brown.  
Complexion ----- Medium.  
Race ----- Negro.  
Nationality ----- American.  
Occupations ----- Automobile mechanic, car washer and polisher, garage attendant, laborer.  
Scars and marks --- Cut scar above right elbow, burn scar on left forearm.  
FBI number ----- 371, 835 B



Upton Drane.

Fingerprint classification ----- 17 0 29 W 10M  
I 22 U 00 I 18

## Caution

Because Drane is being sought in connection with a murder, and has been known to conceal a pistol and a knife in the past, he should be considered armed and very dangerous.

## Notify the FBI

Any person having information which might assist in locating this fugitive is requested to notify immediately the Director of the Federal Bureau of Investigation, U.S. Department of Justice, Washington 25, D.C., or the Special Agent in Charge of the nearest FBI field office, the telephone number of which appears on the first page of local telephone directories.

## SWISS TAXICABS EQUIPPED WITH DISTRESS SIGNALS

In an effort to reduce the number of robberies and assaults of taxicab drivers, the police in Zurich, Switzerland, are planning to equip taxis with an alarm system audible from the exterior of the cab. It consists of two horns, one emitting a shrill sound at intermittent intervals and the other emitting a protracted lower pitched sound. The alarm can be set into operation by the driver while he is sitting at the wheel of the cab but cannot be shut off from the inside. 63-4296-268

*Bern, Switzerland, 11-30-62*

FBI Law Enforcement Bulletin

# PROCEDURES AND SERVICES OF THE FBI LABORATORY

THE FACILITIES of the FBI Laboratory are available without charge to all duly constituted State, county and municipal law enforcement agencies of the United States and its territorial possessions. Examinations are made with the understanding that the evidence is connected with an official investigation of a criminal matter and that the laboratory report will be used for official purposes related only to the investigation or a subsequent criminal prosecution. Authorization cannot be granted for the use of the laboratory report in connection with a civil proceeding.

## Examinations by Other Experts

It is the long-established policy of the FBI Laboratory not to make examinations if any evidence in the case has been or will be subjected to the same type of technical examination by other experts. This policy has been found desirable not only to eliminate duplication of effort but also to insure the examination of evidence in its condition at the time of recovery, enabling the proper interpretation to be placed on the examiner's findings and the proper subsequent court presentation and testimony.

## Expert Testimony

When expert testimony is desired for a trial, the court appearance of the FBI Laboratory examiner should be requested for the actual date on which it is anticipated that his testimony will be needed rather than for the date on which the trial is to begin. It is realized that the exact date on which the examiner's testimony may be required cannot always be predetermined. However, if it can be expected that such testimony will not be needed on the first day of the trial, but rather on some subsequent day, the FBI Laboratory should be so advised in order that every effort may be made to insure that the examiner's absence from headquarters is held to a minimum.

Since it is necessary to know that the policies are being followed, it will facilitate the making of examinations in the future and eliminate the necessity for additional inquiry if the following steps are complied with.

## Submitting Evidence

1. Mark the communication and evidence for the attention of the FBI Laboratory.
2. Set forth the name of the suspect and victim where known.
3. Set forth the type of criminal violation involved, listing the evidence and method of transmittal. State the types of examinations desired.
4. State whether any evidence in this case has been subjected to the same type of technical examination as that requested.
5. Furnish any information that would be of assistance to the examiner or pertinent to the making of such examination.
6. Make reference to any previous correspondence or reports, if there have been any.
7. Submit the letter in duplicate in addition to the copy accompanying any evidence sent under separate cover.

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## FRAUDULENT CHECKS

The National Fraudulent Check File provides an excellent means of tracking down the professional check passer who moves rapidly from one community to another. Searches through this file are made even though searches through their own files were made previously by other law enforcement agencies. Comparisons are also made with signatures on fingerprint cards on file in the Identification Division of this Bureau. Photocopies of good quality are satisfactory for such check file searches.

UNITED STATES DEPARTMENT OF JUSTICE  
FEDERAL BUREAU OF INVESTIGATION  
WASHINGTON, D. C. 20535

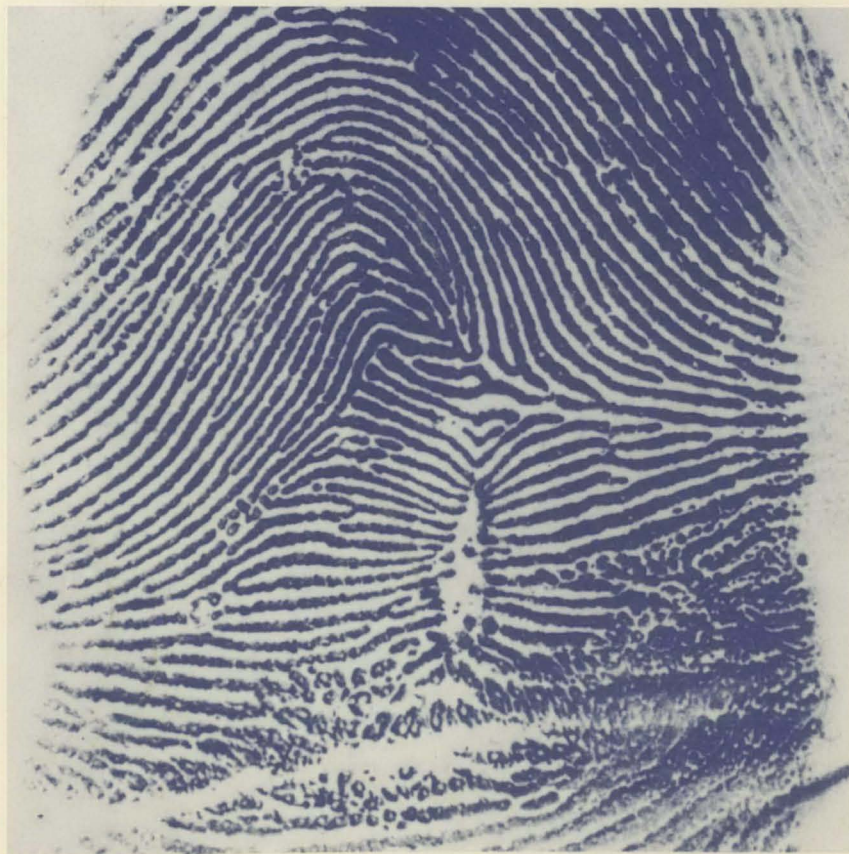
POSTAGE AND FEES PAID  
FEDERAL BUREAU OF INVESTIGATION

OFFICIAL BUSINESS

RETURN AFTER 5 DAYS

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## QUESTIONABLE PATTERN



This questionable pattern is classified as an accidental whorl with an outer tracing and is referenced to a tented arch. The impression consists of a combination of a loop and a tented arch with two deltas. The classification of this impression is dependent upon the location of the right delta which is on the angular formation on the ridge immediately below the recurve. However, the fact that this ridge could possibly be the lower typeline, which would then cause the delta to be located on the looping ridge, necessitates a reference to a tented arch.