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United States Department of Justice
Federal Bureau of Investigation
Washington 25, D. C.

January 1, 1959

TO ALL LAW ENFORCEMENT OFFICIALS:

The threshold of the New Year 1959 is an appropriate occasion to launch an all-out attack against the cavalcade of carnage on the roadways of America by the death driver and the flagrant traffic violator. In terms of the terrible toll he exacts, the death driver--with reason and conscience blinded by intoxicants, lust for speed or utter disdain for traffic laws--can indeed be classed as today's Public Enemy No. 1.

Law enforcement officers as well as relatives and friends of victims time and again witness the horrible tragedy of motorists' carelessness, negligence and thoughtlessness. The once lovely child now a mangled body, the pedestrian smashed into an unrecognizable form, the family grotesquely deformed and destroyed in a holocaust of machinery have become almost everyday occurrences. The annual death toll of more than 100 lives a day snuffed out in auto accidents is assuredly an indictment of our national mentality and regard for life.

Across the country, police agencies have taken on added responsibilities and duties in the traffic field, aided immensely by the intelligent cooperation of the Nation's safety organizations. Yet, with the population surging upward and inadequate highway systems being deluged with new, high-powered motor vehicles, the traffic problem continues to grow more complex and intense. The key to the solution lies in the individual motorist and in his attitude toward the privilege of driving a motor vehicle.

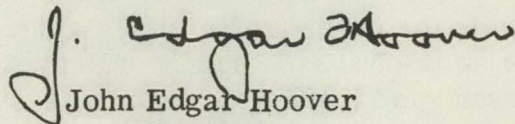
Fundamentally, enforcement and safety organizations must initiate and emphasize programs of educating the motoring public to the vital need for respecting the traffic laws of the land. The absurd theory of countless so-called reputable citizens that they are immune from observance of speed limits, stop signs, and traffic lights must be completely abolished. When an unthinking driver recklessly careens down a highway at the wheel of a speeding car, disregarding entirely the rights as well as the property and lives of his fellow men, he is no longer by any stretch of the imagination a reputable citizen.

Drivers who fail or refuse to abide by the traffic code must be dealt with in sterner fashion. In the battle of life and death on the highway, the public interest demands that flagrant and repeating offenders be punished by denial of driver's licenses, maximum fines or long jail terms.

The automobile assassin is a vicious criminal--and he must be treated as the major menace to society that he is. As a fundamental defense against this threat to public welfare, it is essential that in every community traffic codes be strong, enforcement be rigid and impartial, penalties for serious violations be sure and severe. In many States such "crackdown" policies against the criminal actions of motor vehicle operators are in effect. For example, in Connecticut and North Carolina the stringent traffic enforcement programs have achieved both success and wholehearted public acclaim.

The American motoring public must be awakened to the fact that it is killing itself on the roadways of the country. Only a day-to-day program of concerted, positive action can solve this problem and avert the threat of national suicide on the highway.

Very truly yours,


John Edgar Hoover
Director

FBI NATIONAL ACADEMY



62d Class Graduates from FBI National Academy

Graduation exercises were held in the Departmental Auditorium, Washington, D. C., on Thursday, November 6, 1958, for the 62d class of law enforcement officers to attend the FBI National Academy. The class was comprised of 90 members, representing 36 States, Puerto Rico, the District of Columbia, Canada and the Republic of the Philippines. With this graduation the total number of FBI National Academy alumni rose to 3,636.

Following the addresses and a program of music by the United States Marine Band, the graduates were presented their diplomas by Assistant Attorney General Perry W. Morton and FBI Director J. Edgar Hoover. The invocation and benediction were performed by Dr. Clarence W. Cranford of the Calvary Baptist Church, Washington, D. C.

The president of the graduating class, Edward Herman Brown, Chief of Police, Chattanooga, Tenn., addressed the assembly and expressed on behalf of the class, appreciation for having received the opportunity to improve themselves "both personally and professionally."

The major addresses were given by the Honorable Warren E. Burger, Judge, United States Court of Appeals for the District of Columbia, and the Honorable James P. Mitchell, Secretary of Labor.

The address of Mr. Mitchell follows:

I am honored to be given this opportunity to congratulate you graduates of the FBI Academy, and to discuss briefly one of the root problems of our generation—the erosion of personal responsibility for maintaining the moral condition of a community.

You men are specialists in a world of specialists.

You are too often expected, because you are specialists, to prevent and disclose criminal dangers to the community with quick, automatic precision.

That's your job, the attitude goes—so do it.

I am afraid that not often enough the individual citizens of the community, the doctors and store owners, the salesmen and teachers, the factory workers and the farmers, look in the mirror and realize that crime in any community exists only insofar as the public conscience permits it to exist.

And where the crime rate is high, and the enforcement officials like yourselves are criticized, it is usually because the citizens of the community give you everything you need in the way of technical aid, but withhold that most necessary of all forms of help—their own, 100 percent, unselfish and unafraid support.

It too often happens, also, that when enforcement officials like yourselves perform small miracles of competence and service, the words of praise are few. "That's what we pay them for, isn't it?" seems to be the general attitude. But let a crime go undetected for long, let a situation startle the community, and the cry goes up—"What's wrong with the police?"

Little praise and much blame is not a healthy diet for any organization.

A district attorney, for example, who can't make a case because he can't find anybody to testify takes the rap—but the rap belongs on the community that permits such fear and intimidation to go unchallenged.

Now it is my honest opinion, and I think a just one, that the relationship between enforcement officials and the community has been growing closer for a long time, and will continue to do so.

One of the reasons for this—one of the major reasons—is the record of the Federal Bureau of Investigation, under the leadership of J. Edgar Hoover.

I know of no other governmental bureau in history that inspires in the general public such confidence, such certitude in its competence and ability, or that fulfills that promise so regularly and consistently as the FBI.

I think one of the reasons for this is that the FBI has not permitted itself to be influenced.

Local enforcement officials cannot always assume such a posture—if only because many of the offices are elective, and a person cannot run for any office without acquiring some kind of tangible or intangible debt to someone else—whether it's the volunteer who hangs up the posters or mails out the flyers, or the local politician who is sometimes more interested in developing a debt than in serving the community.

I think these men are passing from the scene but because the end is in sight, it does not always follow that the end is easily attainable. If we are to have a completely uninfluenced cadre of enforcement officials in this country, we must first bring about a general uplifting of the community's awareness of its own moral responsibility.

And this is a charge placed in part upon you.

It is one of the most important things you are called upon to do.

Now I know that the traditional viewpoint is this: the policeman and the sheriff and the detective and the investigator have a specific function, limited by the nature



The Honorable James P. Mitchell.

of the laws, and it is not to be confused with the function of teacher, prelate, preacher or priest.

Sermons, according to this view, belong in the pulpit—law in the courtroom—and the practical business of maintaining order in the police station.

But I don't think that we can very much longer make such narrow and essentially unreal distinctions.

Law is a matter of self-preservation.

The enforcement of laws is a matter of technique.

But both ultimately rest upon society's willingness to govern itself, order itself, preserve itself.

And that willingness springs in turn from the realization by society that its own best values, and its own best reason for seeking order, are valid only insofar as the ethical ideals we cherish are made active, living forces.

We have had a sharply outlined example of how broadly enforcement functions are based in a community by the recent exposures of crime within the American labor movement—and even more dramatically by the civil rights convolutions in the Southern States.

Let's look at labor crime for a moment.

Crime in the labor field is more horrendous than usual, and for this reason: Labor unions are essentially ethical vessels. That is to say, they exist for a single purpose, and for one only, to advance the welfare of their members in terms of justice. The Congress of the United States has accepted and acted upon this view of a labor union. Unions, for example, are tax exempt, because their nature is one of public trust, social improvement, and ethical motivation.

Crime within a labor organization, then, is of the same nature—not necessarily of the same kind or type—as crime within any social organization like the YMCA, the Ford Foundation, the Salvation Army, and so on.

That is a philosophic but highly important distinction. For it means that society itself, with all its parts—not just its policing powers—is responsible for the crime, and for its prevention.

Society, through its communities, is itself the criminal.

I think it is important at this point to put the labor crime problem in its proper perspective, and with an illustration that this audience should fully understand.

There are many, many thousands of labor unions in this country, just as there are many, many thousands of local police departments.

Yet a few corrupt labor leaders—like a few corrupt police officials—give the whole occupation a black eye.

And you know better than anyone else that no one detests the corrupt policeman more than other policemen—just as no one detests the labor hoodlum more than honest labor leaders.

So one of the first problems in developing an enforcement tool—through legislation—is to resist the impulse to score the entire system for the malpractices of a few.

Legislation hamstringing all unions because of corruption in some is equivalent to legislation placing all police departments under Federal control because some have not lived up to standards.

So the problem of what kind of action to take must be immediately modified by the perspective view.

The next consideration is to determine what effective remedies already exist, and to ask ourselves whether or not such remedies are being used to their full capacity.

Many of the witnesses that appeared before the McClellan Committee over the past many months were implicated in crimes of violence.

We heard of beatings, of assault with dangerous weapons, of shootings and mobbings, of arson, of destruction of property, intimidation—in short, of typical criminal violence.

Violence is, after all, the trump card of the crooked labor leader.

He cannot operate without resort to violence, inflicted or threatened.

He can't make an employer or a victim "local" knuckle under unless they know full well the alternative is a physical beating, or a dynamited store, or a ruined warehouse, or fearful employees and friends.

To stop criminal violence—and stop it by convicting and jailing those responsible for it—is to make a first step forward in the elimination of the labor hoodlum—who differs from any other hoodlum only in that he operates in a different area. He doesn't rob banks, he robs union funds.

I think you will agree with me that the local enforcement of local laws in this respect must be conducted with great vigor and determination.

Let's remember that the American people didn't really wake up to the fact of labor corruption until a man had been blinded in one of the most vicious and reprehensible crimes in recent history.

The hoodlum that the law found responsible for that is now behind bars—put there by local officials and local juries.

But your job, and the job of every citizen who must help you do that job, is not only stricter retaliation and more determined *ex post facto* apprehension of criminals.

It is rather, to remove the danger before the damage is done.

In this respect, you are the voice of your community. You are the teacher and the preacher. It has become a vital part of your job to begin the enforcement of laws before the violations occur, if and when those violations can only be corrected through the action of an aroused public.

It's a safe bet that there will be more beatings and lootings and threats in the future. We will continue to read of truck drivers gunned down, taxicabs run into rivers, informants beat helpless, and mobsterism appearing within labor organizations—unless fully adequate and complete deterrents are provided quickly.

Thus, after having determined what ground is to be covered, after deciding how much of it is already covered by existing laws, the conclusion appears inescapable that a Federal law must be passed to deal with labor racketeering.

Only in this way can the problem be fully met.

With a Federal law, coupled to an invigorated and crusading enforcement of existing local law, the nation benefits from a 2-way attack.

Local law authorities, trained as you men have been trained, provide the nucleus for a counterattack against violence. Into that camp must be drawn the business man, the honest labor leader, the local civic club, and every community resource and institution that can help in any way.

Now if this means that you find yourselves suddenly in the public speaking category, if it means you become a star luncheon guest to tell the local Rotary or Kiwanis or Elks what you need and what kind of support you require—so much the better. If it means you become a public relations man working closely with newspaper and other media representatives on getting the law story across to the community—fine. If it means you find yourselves after hours at a union meeting or a city council meeting explaining the situation as it exists and what can be done about it—so much the better.

And if somebody tells you to stick to your job, tell them that is exactly what you are doing.

Tell them the peace and protection of the community have been placed in your hands, and the best way to guarantee peace and protection is to create in the community an atmosphere of insistence upon them, and cooperation toward them.

I have been accused of idealism, but I sincerely believe that we would see a decrease in the number of nontestifying witnesses, of noncomplaining victims, and noncooperative community members if such recalcitrance and obstructionism were paid for by community rejection and scorn.

Anything a law enforcement officer can do to promote such an atmosphere makes his job easier, and the taxpayers' burden less.

The same is true in the enforcement of any law that involves man as a social being.

Take civil rights.

Is it the duty of an enforcement official in a town plagued by political demagogues merely to maintain order—or is it not to act as a reflection of the full intent of the law?

The eventual solution of civil rights problems may be well out of the officer's hands, but well within his hands are the maintenance of order and the enforcement of the law of the land.

Every American community has the right to say for itself: This is a difficult problem that we face, and we are going to work it out as best we can, but we insist that while we are doing so we will be free from terror, free from violence, and free from intimidation.

And the enforcer of the law should be able to answer back: You will be.

Let us all pray to God that we have seen the last of the bombings and the terrorism that are being inflicted upon local communities by extremists. But if they continue, if this insanity does reoccur, then the duty of law officers is plain and clear cut—to enforce the law without regard to prejudices, sympathies, or allegiances, to enforce the law strictly and straightforwardly.

What you gentlemen have learned in the FBI Academy will be, I am sure, of the greatest possible value to you upon return to your own problems and duties at home.

Just as important, I think, is the spirit that pervades this organization—the spirit of high service, of uninfluenced devotion to duty, and of competence in the performance of it.

The law is the cement of society, the protector of the individual, the guarantee of human rights. It is one of the highest achievements of the human mind. To enforce it diligently, honestly and effectively is to preserve the nation from chaos.

We are facing grave problems. Our communities are called upon as never before to respond or suffer. They will be looking to you. It is my hope the view will give them confidence and assurance.

Congratulations, and good luck to you all.

The full text of Judge Burger's address follows:

What I have to say today cannot be called an address for my discussion will not be profound but practical. That is as it should be for I am not profound and you are practical.

Each time I have attended a gathering of law enforcement officers on an occasion such as this, my mind goes back over the vast changes which have taken place in police work in recent years. As a boy in my home town of St. Paul, I recall that it was commonly said that to become a policeman a man needed only two qualifications:

First, he must be either Irish or German—preferably Irish.

Second, he must be either big or tough—preferably both.

That was still the day when a policeman, once selected, was given a *club*, a *whistle* and a *gun* and then sent out to get his blue broadcloth uniform and told where he was to walk his beat. It is said that prohibition changed all this because it took crime out of the amateur class and made it definitely a highly profitable professional activity. Whatever the cause, a large part of criminal activity is now certainly out of the amateur class.

Probably the old police system was good enough for the 1920's, for I remember also that we had a 9 o'clock

curfew for all persons under 18 and no one in my circles under 18 had a car. The policeman was then essentially a peace officer. The "good" citizens were rather easy to distinguish from "bad" and the police had them pretty well identified.

It is not just a sign of middle age to recognize that those "good old days" are gone—no doubt gone forever; it is a hard fact we must accept and meet.

Since then—roughly in these years since World War I—the country has grown, and this growing has brought us many good things such as better homes with inside plumbing everywhere; bigger, if not better, cars; great highways and airlines which make all Americans neighbors to each other. Add to this radio and TV which make habits, conduct and fashions, *good or bad*, spread from one end of the country to the other, literally with the speed of sound.

Along with these presumably "good" things there have also come other developments which are *not good*. While these passing years have seen the medical profession, for example, make great strides in controlling and preventing disease and prolonging life, the net results in law enforcement seem to be in the other direction. Perhaps this is due partly to the fact that today the criminals are not as easily detected or, if detected, not as easily convicted and punished as in the past.

Organized criminal syndicates have adopted many of the outward signs and trappings of legitimate business activities. Indeed they have even taken over that great American institution, the Convention, where they gather to divide up territory and settle jurisdictional disputes. They have also infiltrated some of the great labor unions whose members suffer painfully from systematic looting of their hard-earned union dues. Parenthetically, let me

express the hope that these are only growing pains of our labor organizations, which have done so much to make this country a great country for more and more people. There is evidence that hardened criminals have infiltrated the business world and now apply their ruthless methods to what were once legitimate business enterprises.

In these new areas the racketeers have taken on another important tool of legitimate business—the "house lawyer" who under guise of fulfilling the historic Anglo-Saxon right to counsel, which we cherish so highly, is sometimes found to advise clients in advance of criminal activity on how to evade the law but avoid detection, or if detected, to operate in such manner as to prevent incriminating evidence to be used against them. These lawyers are few in number but they are a significant part of organized crime. They are not entitled to be called lawyers for they have prostituted their high calling—they are a source of concern and shame to the legal profession. They are what former Attorney General Homer Cummings called the "lawyer criminal" to distinguish them from what we call the criminal lawyer. Perhaps they are one of the prices we pay for a free and independent legal profession which is responsible primarily only to the individual conscience of each lawyer.

Added to all this we have in the racial segregation issue a great social and legal problem which has led some reckless and irresponsible men in high places to think they can aid and abet defiance of laws *they* do not like without seeming to realize that this would also encourage people to defy other laws. It would be ludicrous, if it were not so tragic, to read that the Governor of Arkansas now piously tells his people they must *not* have prejudice in their hearts against Jews or put bombs in synagogues or public schools. Public leaders in high places cannot urge people to defy the courts on any issue without serious damage to respect for laws generally.

The "frankensteins" which have been created and let loose by these unhappy developments are simply another part of the great burden you face as leaders and symbols of the rule of law in America.

But this is not our topic today—it is only background. It is a background which I suspect you have reviewed to some extent in your training course here at the great Federal Bureau of Investigation Academy. The question now is: How will you, as leaders of police organizations, meet these growing and changing problems which become more and more complex each year? The Federal Government through the FBI Academy has given you a helping hand, but the Federal Government cannot—and should not—conduct local law enforcement. That is the responsibility of each community *aided* perhaps, but never *controlled* by, any Federal agency. From my work with Mr. Hoover when I was in the Department of Justice, I know how strongly *he* feels about local responsibility. His pronounced views on this render completely false the suggestions sometimes made by irresponsible people that the FBI aspires to become a national police force.

Thus we begin with the sure knowledge that law enforcement in your community will be as good, but no better, than *local* effort and *local* leadership can make it. Let me try to suggest three concrete steps which may help at the local level when you return to meet these re-



The Honorable Warren E. Burger.

sponsibilities on the firing line in two or three days from now.

We must start with the proposition that effective and efficient police work is important in our society—*very important but it is not an end in itself*. It is a *means* to an end and the end is the protection of the community *with justice to all*. I think we can shorten it and say the ultimate aim and end of all police work is *to do justice*. In every police training course there is very properly a great deal of attention given to the proper care and use of firearms. The teen-agers who watch TV sheriffs and marshals would say this is done so you can shoot down the "bad men." We, as mature adults, know that firearms instruction is also to make sure that when police must shoot they hit only proper targets and not innocent bystanders. In other words, that you shoot within the law and not outside permissible limits.

Modern police work, as you well know, is no longer a simple matter of shooting "bad men." This complex world now requires, among other things, alert police knowledge of the law in many special branches which are not well known to most lawyers, except in general outline. The laws of searches, of seizure, of arrest, of interrogation before or after arrest, were never simple matters and they grow more difficult from many causes which are not relevant to our discussion here today.

Many police officials have complained that the criminals—especially the "pros"—know more about these technical problems of law than most police. If this is true, it points up the job ahead: Every person, I repeat, every person entrusted with police authority must not only shoot straight with guns—he must also shoot straight with the other weapons at his command—

the power to search persons or property
the power to seize property which may be evidence
the power to detain and to interrogate witnesses.

We must never forget that revolutions were fought and much blood was shed to establish guarantees in constitutions to make sure these weapons of government will not be abused. A good law enforcement agency must be judged as much by its observance of the *limits on its powers* as upon how many criminals it catches.

Courts are sometimes criticized for overrefinement of individual rights. Perhaps some of that criticism may be valid but it is immaterial, so far as your burdens, whether such criticism is justified in whole, in part, or not at all. Under our system of government you are bound to follow the law whether you agree with it or not. In this respect you have much company, for judges are likewise bound on oath to support the laws—whether they like the laws or not.

It is in this area—the limits on police powers—that I wish to suggest a few concrete steps which may help you keep your police officers informed and trained to engage in *lawful law enforcement*. The objective should be police action which *will be sustained by the courts because it deserves to be sustained*.

In the community each of you serves there are at hand potential tools you can use to train police in these matters and keep them trained and up to date as changes occur in the law.

First is the bar association, and to make my suggestion concrete, I would urge on each one of you, on your return

home, to recommend that the head of your department, whether he be the chief of police or the commissioner of public safety, go to the president of your local bar association and ask for his help. He can, and I think will, appoint a group of lawyers to work with you and to help in training police in these critical areas of the law which are so vital to successful law enforcement. Lawyers perhaps more than any other professional men have a great love for public service and a tradition of aiding in the administration of justice. They will help you just as readily as they accept nonpaying assignments to defend indigent persons charged with crime.

Second. The judicial conference in both State and Federal courts is becoming, slowly but surely, a means of joint efforts by courts and lawyers to improve the administration of justice. I should say by way of explanation that the judicial conference varies in form and composition in the various States. Judicial conferences usually meet at least once a year and are under the direction of the courts. If by chance there is no such conference in your city you may be able to persuade the bar association to develop in its place a joint committee of judges and lawyers to work on problems of law enforcement. Again to be concrete, I urge you to go to the senior judge or chief judge of your community and consult with him on these broad problems, and when you do this it would be wise to ask the president of the bar association or a bar association committee to accompany you for they can help you analyze and define the problems.

The primary means by which courts communicate with the public, the bar and law enforcement agencies is through the opinions. But opinions of judges, even when adequate in the language of the law, are not always models of lucid prose to laymen and police who must follow them. Indeed I freely admit they are sometimes not even clear to other judges who must follow them. Judges, like police, are busy, they are human and they are not infallible. Even when we as judges see corrective measures which would help, we cannot call the chief of police into our chambers and advise or instruct him. But periodic judicial conferences—meetings of judges, lawyers, law enforcement officers and citizens—can create a forum for rational discussion which will lead to better understanding and in turn to solutions. I can say to you that the judges can and will help, but they cannot do so informally or in private. As their work is public, these exchanges of ideas must be in public through the medium of the conference of judges and lawyers.

Third and last. If I were a chief of police, I would also try to enlist the aid of the nearest office of the Federal Bureau of Investigation as volunteers in the same way as I suggest calling on lawyers. If you read opinions of many courts, as judges must do, you would be astonished how rare is the case where an arrest, a search, a seizure, or a confession obtained by the FBI is successfully challenged in the courts. This is not so—as I am sure the Department of Justice will agree—because the FBI has any favored standing in the courts. It is due to something very simple: subject to natural human error, *the FBI follows the law*. Ask the Special Agent in charge of your nearest FBI office to help you extend the FBI Academy methods directly into your staff and down to the policeman on the beat.

There are many other things you can do and I would not presume to suggest these are the only or the best steps but they are the first three things I would resolve to do if I had the honor to hold the high offices you occupy.

It goes without saying that none of these steps is a substitute for the advice of the city or state prosecutor or district attorney. In each of these steps you should also have his counsel and advice.

With the combined aid of your local bar association, the judicial conference or other similar joint committees of judges and lawyers, and the FBI, you will also develop a reservoir of public support and understanding of your problems. Public understanding is not merely desirable—it is essential if you are to be given the proper equipment and manpower to do your jobs and if you are to have public opinion favorable to your efforts.

You have one of the most difficult tasks of all men in public service. You must strike, and strike accurately, a fine balance in trying to protect the public without in-

fringing on the rights guaranteed to every human being in our society. Our whole history has taught us to fear abuses of power, and it is because you exercise powers which come into daily contact with great numbers of people, you have a terrible responsibility which must be used wisely at all times. Compared with your burden, the work of a judge seems easy indeed.

It is not a happy picture you face in these troubled times and it is not an easy road ahead, but your presence here in Washington for 14 weeks at the FBI Academy, long after each of you has had a successful career as a leader in law enforcement, and, I might also add, long after you have grown away from classroom habits of study and keeping notes—all this is proof that you are determined to meet these challenges—whether the challenges come from racketeers in business, racketeers in labor or rabble-rousing cross-burners and dynamiters. But if you can train your men as you have been trained, I am confident the rule of law will prevail.



Shown after the graduation exercises of the 62nd Session of the FBI National Academy are, from left to right: Chief of Police Edward Herman Brown, Chattanooga, Tenn., president of the graduating class; the Hon. Warren E. Burger, Judge, United States Court of Appeals for the District of Columbia Circuit, Washington, D. C.; FBI Director J. Edgar Hoover; the Hon. Perry W. Morton, Assistant Attorney General; and Dr. Clarence W. Cranford of the Calvary Baptist Church, Washington, D. C.

FEATURE ARTICLE

Current Narcotic Situation in the United States

by HARRY J. ANSLINGER, *Commissioner of Narcotics, Bureau of Narcotics, Washington 25, D.C.*

History reflects that local law enforcement is the foundation of law and order in the United States and throughout most of the civilized world. It is only through the stability which the various law enforcement agencies give to our whole social structure that we, in Federal law enforcement, are able to pursue our specialties.

The Bureau of Narcotics, with its limited force of 285 officers, has always acknowledged the relationship of narcotic law enforcement to all local enforcement agencies. Local and state narcotic enforcement officers have earned our gratitude for the splendid cooperation and assistance rendered to us in our fight against the illicit narcotic traffic.

As a result of the combined efforts of local, State and Federal narcotic agencies, the current general picture of the narcotic problem in the United States appears more favorable than at any time during the past several years. With the exception of a few metropolitan areas, reports show that narcotic addiction is on the decrease. These reports also disclose a reduction in arrests and convictions for violations of narcotic and marihuana laws.

The problem remains acute in New York, Chicago, Detroit, and Los Angeles. Here we find an increase in the number of addicts being reported by the various agencies interested in the narcotic problem.

Since 1953, with the help of State and local authorities, we have been recording all addicts coming to the attention of State, local and Federal agencies. At the close of the calendar year 1957 we have counted a total of 44,146 addicts. Midway in our program of recording addicts, on the basis of the number already reported, it was estimated that there were 60,000 addicts in the United States, or an incidence of one for each 3,000 of our population. It now appears that the number of addicts in the United States will be considerably less than 60,000 addicts and probably closer to 50,000.

In analyzing the data on those addicts already reported, approximately 60 percent of the total number of addicts reported to us are between the ages of 21 and 30. Twelve percent of the total number of addicts reported are under 21, ten percent of which are between ages 18 and 20 and the other two percent of these have not attained their 18th birthday. The statistics also disclose by race that 59 percent of the total addict population are Negro, and white addicts represent 39 percent. Of the 39 percent, the Puerto Rican population represents 6 percent and the Mexican population 5 percent. Asiatic addicts comprise the other 2 percent.

Heroin continues to be the main drug of addiction in this country. It reaches our borders from the Far East—primarily Communist China—and



Commissioner Harry J. Anslinger.

from the Middle East, Europe and Mexico. Clandestine factories operating in Europe and the Middle East process opium and morphine base into heroin which is eventually smuggled into the United States and Canada.

Although Mexico has been trying to cope with the narcotic problem in that country, we are still the recipients of heroin produced in clandestine factories from the illicit growth of opium produced in the mountain states of Sinaloa, Sonora, and Chihuahua.

While most countries are making some effort to control the illicit traffic in narcotic drugs, in Communist China we find a different situation. We find a communist regime encouraging this vicious traffic as a means to obtain foreign exchange and as a weapon to demoralize the free people of the world. Heroin from that source continues to reach our port cities on the east and west coasts.

Only recently we completed a case in San Francisco which spotlighted this particular phase of our narcotic problem. Our investigation disclosed that several merchant seamen in that seaport organized a smuggling operation based on their

employment on vessels sailing to Far East ports. These seamen were able to bring huge quantities of heroin to our west coast, particularly to San Francisco, in a rather simple yet clever manner.

Although these seamen at times—when various individual members of the group were apprehended—had some misgivings about their venture, the ease with which they were able to obtain Red Chinese heroin in Far East ports, particularly Hong Kong, encouraged them in their smuggling operation.

The Bureau of Narcotics has long realized that the greatest contribution to controlling the illicit traffic in the United States can be made by striking at the sources of supply of the contraband at its origin. Thus we have stationed narcotic agents in Europe to work with the various foreign authorities, and we have had remarkable success in this endeavor. The United Nations narcotic control organs furnish an excellent forum for the interchange of information on narcotic problems between our Government and other governments; they also supply a medium through which any country may request technical assistance to improve narcotic control methods.

I believe that the most startling example of what can be done to eliminate the narcotic traffic is shown in the State of Ohio. As the result of the efforts of State Attorney General C. William O'Neill, later the Governor of Ohio, the Ohio Legislature in 1955 enacted a narcotic law which is the most stringent in the United States.

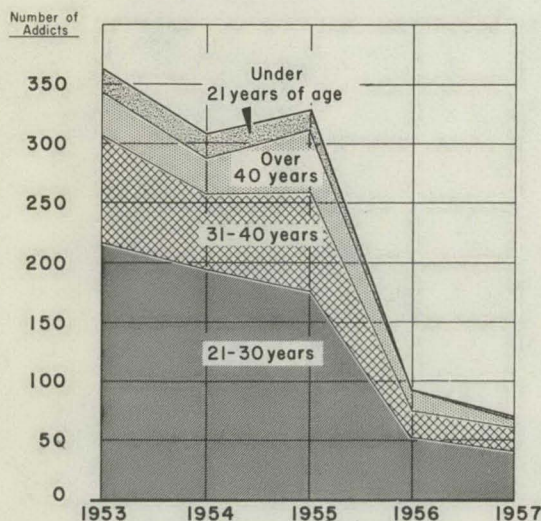
The Ohio law provides for a minimum prison sentence of 20 years for the illegal sale of narcotics. As a result we find that the narcotic traffic in that State has decreased 80 percent. The number of addicts reported from Ohio has dropped accordingly. Many of the peddlers convicted under this new law have regretted that they had not left the narcotic traffic for some other racket. We find many traffickers convicted under the new Narcotic Control Act of 1956 who express similar views.

Narcotic Control Act

The Narcotic Control Act of 1956 resulted from a study of the narcotic problem in the United States by two separate committees of Congress, a Senate Subcommittee headed by former Senator Price Daniel of Texas, and a House Subcommittee headed by Congressman Hale Boggs of Louisiana. This act has provided us with an im-

RESULTS OF EFFECTIVE LEGISLATION IN OHIO ON DRUG ADDICTION CALENDAR YEARS 1953—1957

**STATE LAW BECAME EFFECTIVE IN
SEPTEMBER 1955**



portant weapon in fighting our war against the narcotic menace. The Narcotic Control Act of 1956 is the greatest step forward our country has taken in the fight against the drug traffic.

This new law provides more drastic penalties for the seller and smuggler of narcotics with minimum mandatory sentences; it also eliminates parole, probation and suspended sentences for these violators. There is a specific penalty for the sale of heroin to a juvenile: 10 years to life imprisonment, and if a jury so recommends, the death penalty. This act authorized the granting of immunity to a witness in a narcotic matter. Incidentally, the breaking of the case against the smuggling group in San Francisco was accomplished only through use of this new enforcement aid, and as a result we have involved 33 persons in this conspiracy. Seven of these violators have already received 5-year prison sentences.

Although the act has only been in effect since July 1956, the results have been most gratifying, and it is largely responsible for the current favorable picture.

We now find a decrease in addiction and a drastic reduction in the narcotic traffic in the District of Columbia. Only a short time ago the narcotic problem was critical and considered a disgrace in our Nation's capital. It is becoming increasingly difficult to make narcotic cases in Washington.

Although several factors have brought about this remarkable change in a short period of time, much of the credit must go to the courts. Federal judges in the District of Columbia have been meting out heavy penalties for narcotic violations.

The Narcotic Control Act of 1956 specifically states that the indeterminate sentence law does not apply in narcotic violations in the District and makes mandatory the penalties provided in the act for such violations.

The new compulsory treatment law in the District is also responsible for the new outlook in Washington. The Metropolitan Police Department has been making full use of this law and the new narcotic vagrancy law to remove addicts from circulation. Since September 1956, no less than 95 addicts from the District of Columbia have been committed to the U. S. Public Health Service Hospital at Lexington, Ky., for treatment under the compulsory treatment law. Police Chief Robert V. Murray has reported that shoplifting and petty thievery in the District had been sharply reduced

as the result of multiple arrests of vagrants with narcotic records.

In order to properly curtail and eliminate the illicit narcotic traffic, it is essential not only to deal severely with the peddler and the smuggler, but also to remove the addict from circulation, either by a compulsory treatment law or a law similar to that now in effect in the State of New Jersey.

Under the New Jersey law, any person who uses a narcotic drug for any purpose other than treatment of sickness or injury as prescribed or administered by a physician or other duly authorized person, is an addict and may be sentenced to a year in jail. New Jersey, having provided for the removal of addicts from circulation, has little addiction in that State and no narcotic problem, while just across the Hudson River, New York City finds itself with a serious narcotic problem. I might also add that maximum penalties for narcotic violations are the pattern for New Jersey, while the New York pattern has been largely the opposite.

While we have ample evidence that the removal of addicts from circulation cuts down on crime, I believe that the most important reason for taking these people off the streets should be to prevent them from contaminating others with their vice. The term "contagion" has been used to describe drug addiction because of the manner in which addicts spread the habit to their close associates. For this reason, if for no other, these "social lepers" should be removed from circulation until such time as they no longer constitute a menace to society.

In combating the drug problem we must use every weapon at our command and, if need be, forge new ones. Every State should have some provision for the compulsory treatment and full rehabilitation of addicts. Provisions should be made for high maximum penalties for the seller and trafficker in narcotic drugs. In areas where these provisions are in effect, narcotic addiction and the narcotic traffic have all but disappeared.

From time to time certain individuals who consider themselves "experts" have publicized their answer to the narcotic problem. They say it is simple. All you have to do is take the profit out of the traffic, and the problem is solved. When asked how you take the profit out, they say that is also simple—just give the addicts all they want for nothing.

The plan is so simple that only a simpleton could think it up. Their plan is commonly known

as the "clinic plan" and should not be confused with compulsory hospitalization or follow-up treatment. Both congressional committees investigating the narcotic traffic took a long look at this "clinic plan" proposed by these individuals. The Senate subcommittee held extensive hearings in New York on this subject and in a special report completely "debunked" the clinic plan proposal.

Notwithstanding, the proponents of this plan continued to raise their voices in support of their proposal. The adoption of such a plan as advocated by this group of dewy-eyed, impractical self-styled social reformers would lead only to disaster. Their championing of the drug addict, an immoral vicious social leper, is another example of the many wild schemes advanced by certain theorists outside law enforcement. They ignore the whole concept of American justice—that man is responsible for his actions and that the wrongdoer should be punished by swift and impartial justice. Such thinking could only result in additional leniencies to the underworld and the weakening of our social structure which we are pledged to support. Following the line of thinking of the "clinic plan" advocates to a logical conclusion, there would be no objection to the state setting aside a building where on the first floor there would be a bar for alcoholics, on the second floor licensed prostitutes, with the third floor set aside for sexual deviates, and crowning them all, on the top floor a drug-dispensing station for addicts. All services would be subsidized by the state.

Although the current general picture of the narcotic problem appears more favorable than at any time during the past few years, only a constant, determined and continued effort by all local, State and Federal law enforcement agencies will reduce the traffic to a minimum. In order that criminal justice be effective, it is necessary that these agencies have personnel familiar with the narcotic laws they are enforcing and with sufficient skill in the techniques of detection and investigation. This necessity is emphasized by the increased general crime rate and recent Appellate and Supreme Court decisions dealing with questions of arrest, search and seizure, and admissibility of evidence which have upset law that once had been well established.

Recognizing the need for formally trained narcotic investigators at the state and local level, the Federal Narcotic Control Act of 1956 provided for the establishment of the Federal Bureau of

Narcotics Training School at Washington, D. C., to function under the supervision of the Commissioner of Narcotics. The school opened on October 1, 1956. Since that time the school has graduated 395 law enforcement officers, representing enforcement agencies in 33 States, the District of Columbia and 10 foreign countries.

The course is of two weeks' duration. There are no tuition charges. Travel costs and living expenses, including housing costs, must be assumed by the agency sending the officer to the school, which is open to all officers who would benefit from such training.

Cooperation and participation by local and state agencies in this training program contribute materially to the achievement of our joint objective—the elimination of the illicit narcotic traffic and suppression of drug addiction.



OYSTERS YIELD EVIDENCE

Recently, an inspector of the State of Maryland Department of Tidewater Fisheries noticed a large number of undersized oysters in a Maryland oysterman's shed. According to law, only 5 percent of a catch from a Chesapeake Bay bar can be under 3 inches. Twenty-seven percent of this catch of oysters, it was determined, was under the limit.

As it is perfectly legal to take undersized oysters from a leased bed, the oysterman pointed out that the undersized oysters came from his private-leased bed in St. Patrick's Creek and not from a Chesapeake Bay bar.

This explanation did not satisfy the inspector. So he brought three buckets of the shellfish to the FBI Laboratory in Washington, D. C. One bucket was from the Chesapeake Bay, one bucket from the leased bed in St. Patrick's Creek and one from the oysterman's shed.

After a thorough microscopic examination of the evidence, the Laboratory examiners determined beyond a doubt that the undersized oysters could not have come from the leased bed but could have come from the Chesapeake Bay because of similarities of the sediments adhering to the oyster shells.

At the oysterman's trial, the Laboratory expert who made the examination testified to these facts. The man was convicted and sentenced to pay a fine.

CRIME PREVENTION

Cincinnati Court Helps Juveniles Solve Problems

by JUDGE BENJAMIN S. SCHWARTZ, *Juvenile Court, Court of Common Pleas, Hamilton County, Cincinnati, Ohio*

The belligerent, small, tough-talking 16-year-old glared as he stood before me in the Juvenile Division of the Court of Common Pleas in Hamilton County.

"What do you know about being a runt?" the boy almost shouted. "How would you like it if the kids called you a runt?"

I leaned forward. I knew the boy's record—several acts of misbehavior.

"How tall are you, son?" I asked.

"Only 5 feet," he blurted. I suppressed a smile.

"Did you ever hear of Napoleon? He was only an inch taller than you," I said. I told the boy of a dozen famous persons, all of small stature and some with great handicaps.

"You know, son," I told him, "your height can make you bitter, or it can be an asset. Concentrate on your good qualities. Being short isn't always a handicap. It's what you are that counts."

Corrective Action

"Now what this court thinks you need is not more height, but some constructive activities to keep you busy. Then you won't have so much time to get into mischief."

"What do you want to be when you are older?" I asked. The boy replied: "I have always wanted to be a jockey."

"There is nothing wrong with that—if you are a good one. Do you like horses?" I queried.

"Oh, yes," he answered. His eyes lit up. "But I have never had a chance to get a job on a farm, or near horses."

I knew it was up to the staff of the court to gratify this boy's ambition. I referred the boy to the probation department to see what could be done to properly place this boy where his height, his ambition and his desires could be coordinated for the best advantage of the community.

It was not long before we found a job for him on one of the many famous breeding farms in central Kentucky. There he is happy—he is earning money and he is doing the things for which he is best suited; there he is no longer a "runt." He is accepted by society and he is taking one step forward in satisfying his ambition to be socially accepted as a "somebody" in the community.

Before the boy left court, I asked another question: "How many times have you been here before?"

"I never been here before," he said.

I questioned the boy further, remarking about instances listed in his record.



Judge Benjamin S. Schwartz.

"That wasn't in court," the boy insisted. "I just sat at a table and talked to some guy—I mean man—downtown. It wasn't nothing like this."

After the court session that day, I pondered on the boy's remarks. An instance like this made me realize it was proper for me to wear a robe in court, to sit on a slightly elevated dais, with the flag beside me. The boys and girls should realize that they are not in a television setting but that the court is a vital part of our American system of justice. We should not take anything for granted. Many children get the idea that this isn't a court if everyone sits around informally. I do not think this setting is a formality to produce fear but rather to instill respect.

Before a youth is brought into court he is told by his probation officer that the court is not to be feared but to be respected, and he will get a "square deal" in accordance with our American system of justice. It is the more serious cases that come before the court, the referees handling the others around a desk. Civil courtroom procedure is designed to strike a balance between the informal approach with its avoidance of severity and the formal with its dignity in an effort to guard against punishment of the innocent.

We have accomplished both.

Program Formation

It was on January 1, 1957, when I took office. Since then, more than 2,000 children have appeared before me, involving every type of act from constant truancy to homicide.

At the outset I appointed Samuel Englander as chief referee. I chose him for this job after much careful consideration, as it is a most important one. Mr. Englander is a lawyer, a parent and a person active in youthful functions, with an innate and outstanding ability to have youth trust him and know that he will administer fair treatment.

I also appointed a girls' referee, Mrs. Olive L. Holmes—a lawyer, a trained social worker, a mother, an outstanding leader active in youth work in the community, and also one who gains the confidence of the child.

Referees hold preliminary hearings and dispose of minor matters. They work closely with existing probation and social work personnel. But no boy or girl goes to a local or state institution on their order. Only the judge can and should make such a serious decision.

The next step was to appoint an advisory council of 100 interested citizens from civic groups, parent-teacher associations, churches, fraternal and veterans' groups and labor. These individuals were chosen on the basis of their interest in youth, and their desire and ability to work for the court and community.

This is not just a council in name only. Each committee works. One of these is the budget committee, tearing my budget apart, looking for ways to save money and ways to better use available funds.

The traffic committee's first recommendation, which was followed by the court, was a traffic school for teen-age traffic offenders. It is conducted each Saturday under the auspices of the Greater Cincinnati Safety Council. Attendance is compulsory. The big question was how the boys and girls would react to this program.

At first the young people exhibited sullen, beligerent or smart-alecky attitudes. However, during the 4-week course they became enthusiastic because of an interesting course, and they also became aware of their responsibilities as drivers.

Of the first 500 persons attending the traffic course, only five repeated an offense. This should signify that recidivism of traffic offenses can be reduced with a proper approach and the help of an intensive program.

Religious Factor

The importance of religion cannot be stressed too much in the courtroom, especially when I find that over 90 percent of the youth who appear before me do not attend church or Sunday school regularly, or do not go to church at all. This is not coincidental or accidental. It makes the court realize all the more that the nearer we are to the Almighty the farther we will be from delinquency. So I encourage each youth to be thankful and appreciative because, despite whatever difficulties he may have, he is still more fortunate than the crippled, the blind, and the diseased.

Then I inquire if he knows the Lord's Prayer. Surprisingly enough, most of them know it or parts of it, having learned it years before in a church, or even from our chaplains in our detention home.

Before they leave the courtroom I present them with a copper disk upon which is embossed the

entire version of the prayer. I ask the child to keep it on his key chain or about his person, and that whenever he feels that he is being "led into temptation" he should first read the prayer before he proceeds into another wayward act. Surprisingly, a great many have responded to my advice and have not appeared before this court again.

The character committee has designed this disk and supplied the funds for making them. Inquiries have come from many parts of the country about these disks.

Clinics

It became very apparent that medical and clinical facilities needed revision and stimulation in our program. The medical clinic committee, with the help of the Cincinnati Pediatrics Society, secured clinic affiliations with the University of Cincinnati, so that now we have four pediatricians who are in medical attendance for the Youth Center on a 24-hour basis. If any child needs medical attention, this clinic can soon find out what is needed and can make follow-up recommendations for treatment. It is very surprising the number of different ailments that they find in the course of a day's examination, some of which are the cause of the delinquency. When a child is sent home, he is required to follow the recommendations of the doctors.

The psychological and psychiatric clinic is now in a full program of helping the emotionally disturbed child so that he too can realize his failings. By group therapy the clinic has started many an adolescent on the right path toward decent living.

Then came the necessity for securing jobs for probationers of the court. When an employer discovers that the youth he has hired is on probation, many times he fires the unfortunate youth. This in itself is very discouraging and humiliating and makes the youngster feel that he is rejected. In fact, we have found that frequently this individual will then get into more trouble and again appear before the court.

To help find jobs for 16- to 18-year-old delinquents, a placement service was set up at the Youth Center.

A coordinator and two part-time psychologists have drawn up a program which has met with my approval and that of my advisors. Letters are being sent to groups like Kiwanis, Rotary, Lions Clubs, women's clubs, major industries, labor

groups and small businesses in the effort to solicit job opportunities.

Boys and girls are given aptitude tests to ascertain their capabilities, and interviews are arranged with potential employers. Last week, for example, work was found for a boy who will be 18 years old. He wept when he was told the news.

"You know what my trouble was?" he said. "I didn't know how to look for a job. When I went hunting for a job, I wore blue jeans and a T-shirt. I was saving my good slacks for dates—you know what I mean? But you advised me differently, and I made a decent appearance and a better impression in my good clothes. And with your help I got a job."

Yes indeed, I knew what he meant!

The community is responding with wholehearted cooperation. We will save and rehabilitate many delinquents of the group.

Legal Aspect

Another step was to encourage attorneys to represent youthful clients. Police officers also were to be present and witnesses have to give testimony. Each case is judged on its individual merits at the time of the hearing. The delinquent now realizes that he has legal rights and that this court is interested in due process of law.

Careful consideration of legal rights also extends to the rights of the community. In recent months I have released to the grand jury for consideration youths over 16, when the gravity of the offense assumes adult status.



Juvenile home worker Margaret S. Grace interviews a youth seeking employment.

One such case involved two brothers, one 17 and one 20, who followed a young girl from a movie, trying to lure her into their auto. She ignored them, got on a bus, and rode toward her home. When she got off the bus, the two brothers were there in their car. They hit her, forced her into their car, drove her to an isolated spot, and raped the girl. The brothers were caught, and the elder brother was to be arraigned in the adult court. The 17-year-old offender was referred to juvenile court.

This latter young man committed a vicious crime, by his own admission. He assumed adult status and so should face an adult penalty. Juvenile court is not intended to shield those who seek to evade responsibility for vicious crimes by claiming to be juveniles.

Both brothers were tried in the common pleas court, found guilty and convicted. The elder brother was sentenced to the penitentiary and the younger one to the reformatory.

"Chores"

Often, in court, I have heard children and their parents talk of "too much time—nothing to do—no jobs for kids."

These complaints demanded another innovation which I called "chores."

When I was an adolescent, I had to work, and it never hurt me. I learned respect for work, and for the earnings I received. I grew to appreciate my leisure time. A holiday was a treasure.

But many of the youths I see nowadays have too much time to waste. There is always plenty of work around any home. Often the help of these youth would be deeply appreciated, especially when both parents work. But nobody insists on this help so these youngsters use the time to get into mischief. Sometimes they get into real trouble. You know the old saying: "The devil finds mischief for idle hands." Well, that's true.

The program of "chores" was not started on impulse. It was discussed with members of our advisory council, with employers and labor leaders, with religious leaders, parents and young people.

The first measure was to order unpaid chores as a form of reparation in cases of vandalism. Ten boys who used dynamite to blow up two outhouses in nearby Clermont County were ordered to rebuild the outhouses "from the bottom up."

I also suspended their driver's licenses. Some of the parents questioned, "How will the boys get up to Clermont County if they can't drive? It will be such a hardship!"

I told them: "Not half as much of a hardship as the people without outhouses are experiencing!"

However, this "chore" had a setback. So many curiosity seekers drove past the farmhouses, tramped through the yards, telephoned and even asked to bring Scout troops to "see those brats building the outhouses" that I called a halt. The farmers, in accord with my decision, suggested that they would rather be paid for the rebuilding of the outhouses. This posed a dilemma.

"When I told those boys to dig, I meant dig," I said.

So each Saturday the 10 boys reported at 8 a. m. to the Youth Center. They spent hours digging out a subbasement, sweating and pushing wheelbarrows. This area was needed for expansion by the Youth Center. Part of their allowances went to repay their parents for the cost of the outhouses. Some of the boys found part-time neighborhood jobs after school to help defray the cost.

Another "chore" involved 13 youngsters between the ages of 8 and 13. They broke into a home owned by a practical nurse who was away from the house on a difficult case. The boys tore out bannisters, ripped paper from walls, gouged out plaster and let water run all over the floors, upstairs and downstairs.

"You must repair the damage in that house," I ordered the youngsters. "Your parents are to help you because if they paid more attention to what you do, this might not have happened."

One father was a carpenter, one a plumber, another a "do-it-yourself" plasterer. Under their guidance, the boys scrubbed the floors and walls they defiled, and the fathers replaced bannisters and balustrades, replastered and repaired the damage, as I ordered.

I have no punitive ideas in mind when I speak of chores, but rather an equitable justice—to restore that which is destroyed and to impress this lesson upon the youth.

Another innovation we hope to provide soon is a chapel in the Detention Home. A chapel is just as necessary here as a church is on the outside.

I believe all boys and girls, as well as their parents, need religion. A priest, minister, or

rabbi can mean the salvation of many boys and girls. We have the help of our chaplains and the clergy regularly, but we have no chapel. The youngsters can't take a religious service seriously when it is held in a room which is a schoolroom 6 days a week. Adults may adapt themselves to this situation, but certainly it is more difficult for adolescents. The character committee has interested several groups in this project and it appears we are going to have a chapel.

Facilities Survey

One day at a luncheon a former classmate of mine, Mr. Oris Hamilton, Safety Director of the city of Cincinnati, and I were having a discussion of our mutual problems. Mr. Hamilton expressed concern for the large amount of work that the police department had to do each year with the juvenile problem and the recidivists, and the lack of proper institutions to care for them. The eternally overcrowded conditions exist everywhere in the rehabilitation program.

So another "must" in the things-to-be-done was developed. We needed a comprehensive survey of the facilities as well as the lack of them in the corrective phase of the work with juvenile delinquents. We need an answer to the problem, "What is to be done with the forgotten group of youth between 16 and 18 years of age who upon returning from rehabilitation centers are put back into the same environment, into the same associations that in all probability caused their delinquency and into the same conditions that will lead them on into other acts of delinquency." We know that this condition should be brought to the community in a systematic concrete manner, which only a survey can reveal.

We want the answers to a multitude of questions. We needed between \$5,000 and \$10,000 to make this survey, which we hope will become a master plan for our court and the agencies involved in this phase of the program. This also can be a plan which other communities can follow when the results prove themselves.

Authorities of station WLW in Cincinnati, Ohio, heard of this need and generously gave the necessary funds for such a survey. From Ohio State we secured the services of Prof. Richard Clendenen, a man with vast experience in this field and recognized as an authority. With his staff, he used the summer for the survey.

In this field questions are endless and many re-

main unanswered, but we believe we are on the right road to their solution by this survey. The challenge can go orderly and properly to the community as to its responsibility, and we are confident the community will not fail.

Scientific Aids

This court is taking advantage of the use of scientific devices, among which is the polygraph or lie detector machine.

Not long ago, a boy was accused of being a "peeping Tom." He insisted he was innocent. He said he had cut through a backyard to escape the bullying of a gang of older boys. Neighbors, upset by a "peeping Tom," insisted the boy was guilty. He was caught in a backyard at night where the offense occurred and the "peeping Tom" had been seen. However, the test indicated that boy told the truth. Days later, the actual "peeping Tom" was caught and confessed. Science proved itself accurate again, and justice was done.

I will not allow a polygraph test unless the person voluntarily asks for it. Some have requested it, but when it is time to take it, admit their guilt. One mother in a dependency hearing was charged with brutally and voluntarily beating her little girl. She vehemently denied this and asked to take the test. However, just when it was to be held, she admitted her offense and attributed it to an uncontrollable temper and an obsession against her daughter.

My job is to protect the innocent as well as adjudicate the offender. Imagine the terror, the anger, the hatred for society of an innocent boy behind bars because of human failure to learn the truth. We must do everything in our power to prevent this from happening.

Future Hopes

I have been fortunate in having the undivided interest and help of the people of Hamilton County and a cooperative staff under the able leadership of the chief probation officer, Dr. John A. Winget, who had a leave of absence from his position as assistant professor of sociology of the University of Cincinnati to assume this task. He will return this fall to resume his teaching.

In the short time of 18 months that I have been on the bench, I have tried, and I hope that progress has been made, to curb the problems of our national disease—"juvenile delinquency." There

(Continued on page 19)



IDENTIFICATION

FBI Fingerprint Collection Tops 150 Million

On October 8, 1958, the FBI announced that it had received its 150 millionth set of fingerprints.

This 150 millionth print belongs to a 12-year-old Boy Scout who submitted the prints as part of the requirements for his Boy Scout fingerprint merit badge. These prints, in order to be accepted, have to be clear and legible and readily classifiable by the FBI's fingerprint classifying technicians.

Although recognized centuries ago as a means of identification, it has not been until this century that fingerprints have come into true prominence as not only one of law enforcement's most powerful weapons but also as an instrument for bringing happiness into and banishing heartache from literally thousands of American homes.

Almost everyone knows the terror that is struck into the hearts of criminals when their fingerprints are taken, for this simple step is often the cause of their downfall. But not everyone is familiar with the infinite good that has come from nature's etchings on the tips of fingers.

The FBI received a letter recently from a California man who had asked the FBI to furnish him information concerning his father who had been missing since 1931. The son, who had never seen him, wanted the father to know that he was doing well and that the father was now the grandfather of a 5-year-old granddaughter.

The FBI was able to locate a set of fingerprints belonging to a man living in the State of Idaho and furnished this information to the son.

In his letter the son wrote he had found his father in Ely, Nev., and that the father was sick with a deadly disease and was destitute. The son added in his communication, "After three operations he is fine and working now. I believe, sir, that with your help we saved his life. * * * The doctor said that in the condition he was in he might have lived another 6 months to a year. But now we believe he can have a normal life. * * * So again I say thank you for helping me to find my father and helping me to find him in time."

The nucleus of today's 150 million sets of fingerprints was obtained by the FBI in 1924 when it took over and became the country's central repository for 810,000 records collected by the International Association of Chiefs of Police and Leavenworth Penitentiary. From this inauspicious beginning, the files have grown until today if the cards were placed in stacks they would reach as high as 100 Empire State Buildings. Lined up side by side, the cards would extend more than three-fourths of the earth's circumference.

Although the cards would also cover 1,530 solid acres, the FBI has the science down to the point where its fingerprint experts can reach into this myriad of cards and pull out the one small square of cardboard which spells the end of the road for a criminal, happiness for a missing person or an amnesia victim, or identification of an unknown deceased person.

In the last 10 years alone 640 amnesia victims have been identified. Without fingerprints, these victims of loss of memory might today be in a clouded world of endless anxiety.

Fingerprints are formed about 3 months before birth and remain unchanged throughout life until the final stages of decomposition after death. One who tried to outwit nature and the FBI experts was John Dillinger, the notorious criminal of the 1930's who was killed by FBI Agents in Chicago, Ill. An examination of his fingerprints showed they had been mutilated with acid in an attempt to foil identification. It didn't work. He was still identified.

Chinese bankers in the sixth century, B. C., used the knowledge of fingerprints, requiring a finger impression in lieu of or in addition to a signature on bank notes.

The Western World did not appreciate the value of the fingerprint tracings until the 19th century when Sir William Herschel, British Civil Service Administrator in India, used them for keeping records on native employees.

In 1903, fingerprints achieved a new prominence when Sir Edward Henry, later to become

chief of England's Scotland Yard, devised a simple method of classifying combinations of the eight basic fingerprint patterns.

From these beginnings, the most efficient operation for identification in the world has evolved.

The 150 million cards in the FBI's files represent an estimated 73,309,836 individuals; 117,224,468 of the cards are in the civil identification files and 32,775,532 are in the criminal files. More than 20,000 fingerprint cards are received daily at FBI Headquarters. There are 13,182 contributors in this fingerprint program.

Today, the science of fingerprinting is a most valuable ally in the work of law enforcement.



FINGERPRINT RECORD

The day-to-day services of the FBI Identification Division produce many results in addition to the location and identification of fugitives.* For instance, recently a set of fingerprints was submitted by the Civil Service Commission in connection with an application for employment in a children's home. The fingerprint check reflected that the male applicant for the position had been arrested in the past for rape, impairing morals and aggravated assault. In this instance, the check of the FBI fingerprint files afforded the Civil Service Commission valuable information to be considered in handling this particular application.



LATENT PALM PRINT EVIDENCE

In 1956, a woman employed at a military base in Labrador was assaulted in her quarters. She was struck on the head with a bottle wielded by a man wearing fatigue or work clothing. Since the victim had lost much blood as a result of deep lacerations on her scalp, search was begun by investigating officers to locate any bloodstained clothing on the base. After checking the fatigue clothes of approximately 500 military personnel, investigators found that the clothing of one enlisted man contained bloodstains. He claimed that the stains had been caused by cuts on his hand and leg. Nevertheless, placed in a lineup of over 100 men, the suspect was identified by the victim as her assailant.

During the crime scene search, military investigators had located a bottle which was apparently

the weapon used by the assailant. The bottle was forwarded to the Latent Fingerprint Section of the FBI's Identification Division at Washington, D. C., for appropriate examination. There, the bottle was processed and a latent palm print was developed. Upon comparison, the FBI's fingerprint experts positively identified the latent palm print as having been made by the right palm of the suspect.

Prior to a general court-martial, the defense counsel for the defendant discussed the palm print comparison examination with the FBI examiner. Subsequently, the subject entered a plea of guilty to assault with a dangerous weapon and house-breaking. He was given a dishonorable discharge from the military service and a term of confinement for 2 years.

JUVENILE PROBLEMS

(Continued from page 17)

is no one answer and the problems are individual and many. I know that the answer lies not in a single person or a single formula, but I do know that no task is insurmountable when each individual in a community does his share. I feel that a juvenile court is a focal point from which to rally the public and make citizens aware of the problems.

It is only by this community spirit that we can keep America great and stop the tremendous waste of our most priceless possessions, "Our Youth."

(The author: Judge Benjamin S. Schwartz, of the Hamilton County Juvenile Court, was born and educated in Cincinnati, Ohio. He is married and has 2 daughters and 4 grandchildren. He graduated from the University of Cincinnati Law College in 1927, and has practiced law continuously since that time. He was made a member of COIF, the honorary society of Law Colleges. He is a member of the national, state and local bar associations, and was appointed by the Supreme Court of Ohio to the State bar examining committee, on which he served for 5 years. He was elected for a 6-year term as judge of the Juvenile Division of the Court of Common Pleas and took office on January 1, 1957. This is the first time in the history of Hamilton County, Ohio, that a judge of this court has been elected to this newly established court. His primary interest has been in youth and civic work; and he is actively affiliated with numerous organizations in these fields.)

(Photographs through courtesy of the Cincinnati Post-Times Star.)

OTHER TOPICS

Maui County is composed of three of the seven magnificent islands which make up the Pacific paradise mapmakers call the Hawaiian Archipelago, Hawaiians call the crossroads of the Pacific, and "mainlanders" call the Territory of Hawaii. The three islands in Maui County are Molokai, a small portion of which is occupied by the famous leper colony; Lanai; and the principal island of the three, Maui. Pineapple, sugarcane and exquisite scenery are the primary products of the islands.

Maui, second largest of the Hawaiian Islands, lies about 70 miles southeast of Honolulu at latitude 21° north, longitude 167° east. Its 728 square mile area contains 152 miles of coastline varying from golden sand beaches to magnificent cliffs, many of which are decorated with spectacu-



Chief Jean R. Lane.

Radio and TV Program Promotes Traffic Safety

*by CHIEF JEAN R. LANE, Maui County
Police Department, Hawaii*

ular waterfalls. It is topped by Haleakala (House of the Sun), a gorgeous volcano which last erupted early in the 17th century. The summit crater of Haleakala reaches an elevation of 10,000 feet above sea level. The crater is 3,000 feet deep and two islands the size of Manhattan, skyscrapers and all, could be concealed very comfortably in it.

The population of Maui County in 1957 was estimated at 43,800, most of which is found on Maui. The motor vehicle registration for Maui County in 1957 was 16,300, a total of 700 more than were registered in 1954. There are 14,200 of these vehicles on the island of Maui. There have been 46,231 motor vehicle operator's licenses issued since 1921.

In March 1957, a change was made in the Maui County traffic code requiring a report to the police of accidents resulting in damages of \$100 or more. Previously, the law required the reporting of accidents resulting in damages of \$25 or more. As a result of the amendment, accident reports decreased from 454 in 1956 to 311 in 1957. In reality there was hardly any change in the accident picture. If accidents had been counted under the same rules for 1957 which existed in 1956, the total reported would have been 455. In all, 466 operators were involved in traffic accidents during 1957. In addition, 717 operators were cited for moving traffic violations and 286 were cited for regulatory traffic violations.

The causes of the 311 traffic accidents during 1957 were: driving off the roadway—113; violation of the right of way of an automobile, 33; following too closely, 30; driving on the wrong side of the road, 27; improper passing, 16; improper backing, 10; speeding, 9; careless pedestrian, 9; improper turning, 7; disregarding stop sign, 6; improper parking, 4; improper starting, 3; violation of the pedestrian right of way, 3; improper signal, 2. The remaining accidents were attributable to other causes such as road conditions, defective vehicles, weather, etc.

There were 10 traffic fatalities in 1957, 2 up over 1956, but it is believed that the number of accidents is the most reliable index of safety conditions. Maui traffic authorities feel they have "held the line" on accidents. They feel it has been possible to hold the line in spite of increased vehicle registration because Maui County has strict traffic laws which are strictly enforced; prompt, effective prosecution of violators; strict, careful licensing of operators; a constant traffic safety program before civic and service organizations; free driver training in at least two high schools; and a large junior police officer group made up of 500 elementary school students. These students are trained by one full-time police sergeant and the sergeant is assisted by the patrolmen on the beats. These 500 students have done an outstanding job on the control of pedestrian traffic at intersections and crossings near the schools.

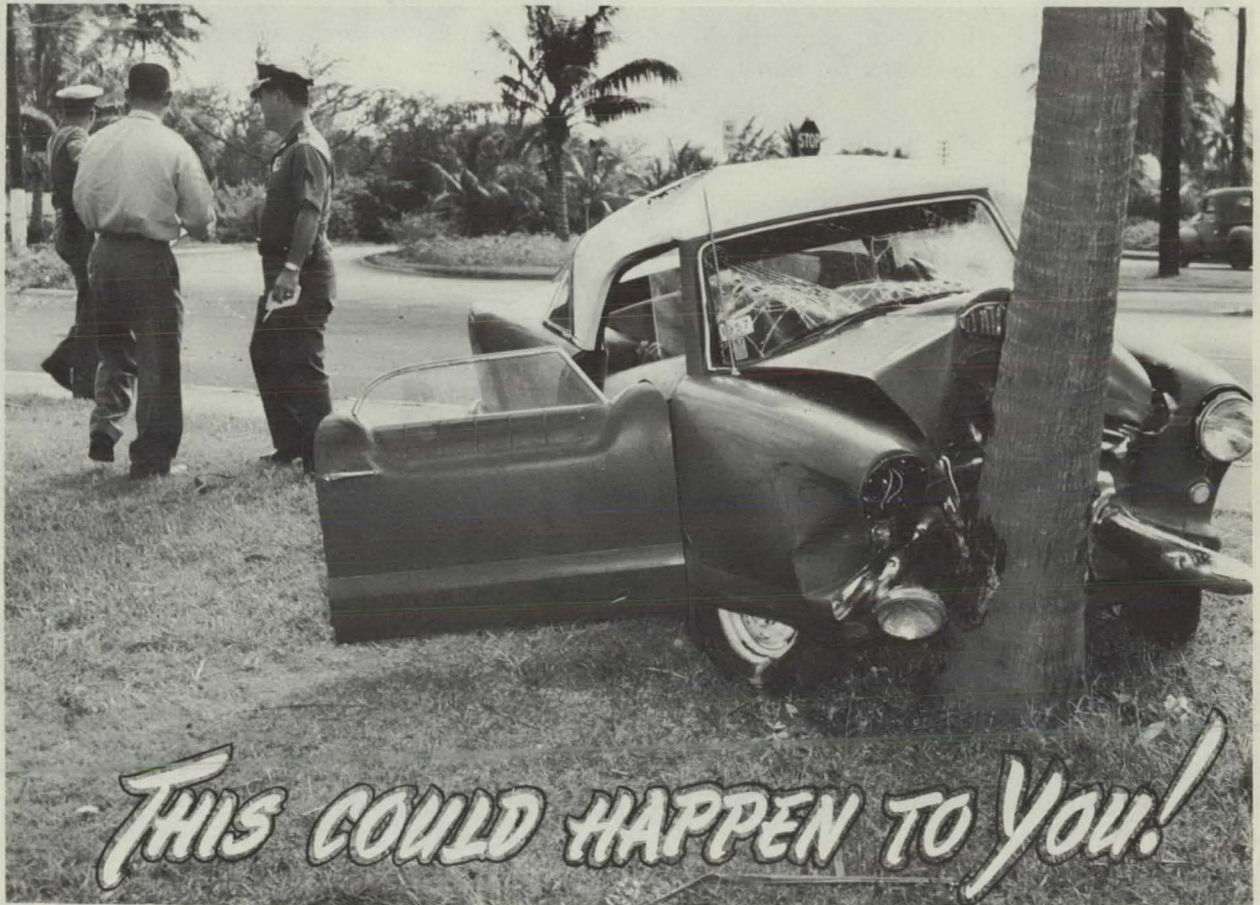
Early in 1958 the traffic safety program was beefed up with a novel radio and television pro-

gram entitled "It Happened Like This," which the Maui County Police Department puts on over radio station KMVI and station KMVI-TV in cooperation with the Traffic Safety Committee of the General Insurance Association of Maui.

The radio program goes on the air at 5:55 p. m. every Tuesday and Thursday for the first 3 months of the year. It is timed to precede the regular news broadcast at 6 p. m. and thus reaches the largest possible percentage of the listening public. The second 3 months of the year the 5-minute radio program is superseded by a 20-second spot telecast of an accident consisting of a photograph and a very short narrative by the announcer.

The radio program is put on again in the third quarter of the year and the fourth quarter sees a return to the television program.

Programs are based on actual traffic cases in the Maui County Police Department files. They are chosen to illustrate some particular point in the current traffic picture which is producing ac-



Accident photograph.

cidents. Frequency of accident cause is only one factor in this formula, others being the severity of the accident caused by a particular factor and the extent to which the factor lends itself to driver safety or pedestrian safety training. The largest number of accidents in 1957 was caused by driving off the roadway but none of the causes for accidents lends itself less to a dramatic illustration of the principles of safe driving. On the other hand, one of the most annoying causes of accidents, improper signals, during 1957 was the direct cause for only two accidents. Speeding in the 1957 compilation was directly responsible for only nine accidents and yet it is used in a proportionately much larger number of cases dramatized than any other because it is the element present in so many accidents and is a very persuasive factor in teaching driver safety.

If the month's statistics show that following too closely is the principal type of violation during the month, then surely the succeeding month's radio programs will be based on this type of violation.

Actual mechanics of the program consist of a discussion between the lieutenant in charge of the Traffic Bureau and radio station personnel. Current cases are considered for dramatization with the radio personnel considering the cases for their listener appeal and dramatic possibilities while the police department considers them for their possible usefulness in driving home the message which current statistics show is most urgently needed.

The presentation of the case follows a pattern rather closely. Five-minute programs are short. The announcer opens the show with appropriate music, a narrative based generally on some item such as the cost of accidents during the preceding year, and then he lays the scene with a narration of the environment of the accident which is the focal point of the broadcast. In this narration he puts as much human interest as possible to drive home the message that accidents happen to people. With appropriate sound effects and with a minimum of statistical data the scene of the accident is laid as simply as possible and in as few words as possible. Sound effects to represent the crash are the last ingredient offered by the announcer, at which point he presents the police officer. The police officer then very briefly analyzes the accident, gives pertinent data about the injuries and damage to the car, dwells briefly on the

cause, relates the cause to current accidents, and points out what special item would have prevented the accident. For example, if the accident was caused by following too closely, the officer dwells upon what experts agree is a safe distance at which a car may be followed by another motor vehicle.

The same techniques are applied in selecting photographs of accidents for the TV flash telecast.

A few general principles common to both programs guide the selection of cases. No cases are used which are likely to be the subject of litigation between the parties to the accident. Names are changed but the accident is presented as factually as possible. To the extent possible, current cases are used and simplicity and factual accuracy are insisted upon.

It is too early to measure with any accuracy the extent to which the radio and television program "It Happened Like This" has contributed to the ability of the Maui County Police Department to "hold the line" on traffic accidents. The programs have been accepted favorably and audience reaction, where it has been obtained, has indicated considerable audience appeal and interest. No special technical problems are presented and no elaborate equipment is needed. It is the considered opinion of the Maui County Police Department that the programs have been a very worthwhile device in preaching the gospel of driver safety.

SHOE PRINT IDENTIFIES BURGLAR

In June 1958, two burglars broke into a Brighton, N. Y., gasoline station and escaped with a tire, a box of spark plugs, and \$30 in cash. They had gained entry by kicking out a wooden panel which was being used to replace a broken pane of glass in the door. A few days after the burglary, 2 suspects were picked up, 1 of whom admitted his guilt, but the second one denied everything.

An examination in the FBI Laboratory disclosed that the shoe-print impressions on the wooden panel were made by one of the shoes belonging to the second suspect. These findings served as the basis for an indictment by a local grand jury, charging him with taking part in the burglary.

On August 4, 1958, the FBI was advised that the second suspect pleaded guilty as charged, and that the findings of the FBI Laboratory were largely responsible for the guilty plea.

65TH IACP CONFERENCE HELD AT MIAMI BEACH, FLA.

The Hotel Fontainebleau in Miami Beach, Fla., was the setting this year for the 65th Annual Conference of the International Association of Chiefs of Police. Convening on October 26 and running through October 31, the 5-day conference attracted some 2,300 police administrators and their guests from all sections of the United States, Canada, West Indies, Central and South America, Alaska, Hawaii and the free countries of the Far East. This year's conference was attended by the largest assemblage in the history of the association.

Numerous addresses and forums covered a multitude of appropriate subjects. Among the topics covered were: police administration, public safety programs, international extradition, international police relations, military police matters, nuclear

incidents, governmental emergencies, interdepartmental police cooperation, crash-injury research, Alaska as a new State, bank robbery, traffic safety and the interstate highway systems, tests for intoxication, police training problems, arson, automobile theft, civil defense, police communications methods, crime prevention, public relations, crime statistics, narcotics, the criminally insane, the policewoman and her role in family problems, administrative techniques and police recruitment policies.

The 66th Annual Conference of the IACP is scheduled for New York City during the fall of 1959.

Pictured below is the installation of officers ceremony at the close of the 1958 conference.



At the installation ceremony of the 1958 conference Peter J. Siccardi (left foreground), Chief of Police (retired), Hackensack, N. J., past president of the IACP, congratulates Alfred T. Smalley (center foreground), Chief of Police, Highland Park, N. J., on his election to the office of president. In the background can be seen three of the other newly elected officers, from left to right: Col. Charles W. Woodson, Jr., Superintendent, Virginia State Police, Richmond, Va., first vice president; Frank A. Sweeney, Chief of Police, Jenkintown, Pa., third vice president; and Daniel S. C. Liu, Chief of Police, Honolulu, Hawaii, fifth vice president. Other newly elected officers not shown in this photograph are, Stanley R. Schrotel, Chief of Police, Cincinnati, Ohio, fourth vice president; Robert V. Murray, Chief, Metropolitan Police, Washington, D. C., second vice president; Herbert T. Jenkins, Chief of Police, Atlanta, Ga., sixth vice president; John L. Feeley, Chief of Police, Hempstead, Long Island, New York, sergeant at arms; and William J. Roach, Superintendent of Police, Waterbury, Conn., treasurer.

WANTED BY THE FBI

LESLIE BRYANT RHOADES, JR., was.
Leslie B. Rhoades, Jr., Leslie B. Rhoads, Jr.,
Leslie Rhodes, Jr., "John," "Junior"

Unlawful Flight to Avoid Confinement (Robbery)

Leslie Bryant Rhoades, Jr., is being sought by the FBI for unlawful flight to avoid confinement for the crime of armed robbery.

On September 26, 1955, Rhoades, accompanied by a fellow inmate, escaped from the London Prison Farm, London, Ohio, while serving a 10- to 25-year sentence for armed robbery.

Shortly after escaping, Rhoades and his accomplice fled the State of Ohio in a stolen auto. On September 28, 1955, the two escapees reportedly committed armed robbery and assault near Lynn, Ind., stole another auto and returned to Ohio.

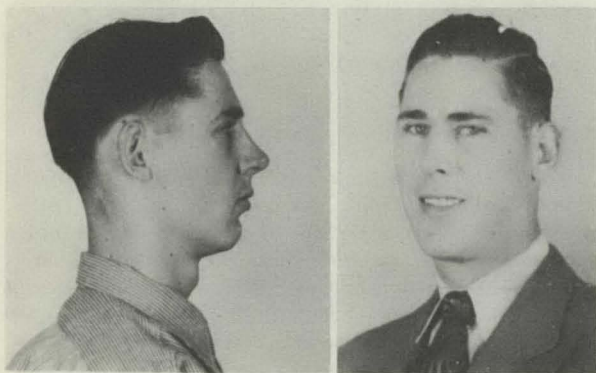
On October 4, 1955, Rhoades' accomplice was apprehended in Ohio and was returned to London Prison Farm. Rhoades, however, evaded arrest and subsequently disappeared.

Process

A complaint was filed before a United States Commissioner at Springfield, Ohio, on October 11, 1955, charging Rhoades with fleeing from the State of Ohio to avoid confinement after conviction for the crime of armed robbery.

The Criminal

Rhoades has been convicted of armed robbery and for shooting with intent to kill. He is reportedly "emotionally disturbed" at times.



Leslie Bryant Rhoades, Jr.

Caution

Rhoades may be armed and should be considered dangerous.

Description

Leslie Bryant Rhoades, Jr., is described as follows:

Age	30, born March 30, 1928, in Chillicothe, Ohio.												
Height	6 feet.												
Weight	170 to 184 pounds.												
Build	Medium.												
Hair	Brown.												
Eyes	Blue.												
Complexion	Medium.												
Race	White.												
Nationality	American.												
Occupations	Farmer, truckdriver.												
Scars and marks	Scar on left side of forehead, small mole on front of left shoulder.												
FBI Number	422, 757 A												
Fingerprint classification	<table border="0"> <tr> <td>17</td> <td>S</td> <td>17</td> <td>W</td> <td>OOO</td> <td>14</td> </tr> <tr> <td>L</td> <td></td> <td>2</td> <td>R</td> <td>OOI</td> <td></td> </tr> </table>	17	S	17	W	OOO	14	L		2	R	OOI	
17	S	17	W	OOO	14								
L		2	R	OOI									

Notify FBI

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

CHECK CIRCULARS

The check circular program of the FBI was inaugurated in 1956 to focus attention upon fraudulent check passers and the various methods of operation employed by these criminals. An article setting forth the details of this program, Circularization Traps Worthless Check Passers, appeared in the July 1958 issue of the *FBI Law Enforcement Bulletin*.

As of December 1, 1958, no less than 15 of the 19 circulars issued had been canceled and 12 of the cancellations resulted in apprehensions as a direct result of the check circular. On the adjacent page is a copy of the circular distributed in connection with the investigation to locate Joseph James Saltry, who is a fugitive at large.

WANTED

BY THE FBI

FOR

INTERSTATE TRANSPORTATION OF STOLEN PROPERTY
(Fraudulent Checks)



Photograph taken January, 1942



Right Thumb



Left Thumb



Photograph taken January, 1942

Joseph James Saltry, was., E. A. Allen, William Alfred Bigelow, H. R. Burns, Robert James Harvey, James F. Keller, W. A. Moore M.D., Thomas James Patton, Joseph Frederick Shade, J. F. Sullivan, and others

DESCRIPTION

Age 51, born May 15, 1904, Dunmore, Pennsylvania (not verified); Height, 5'11"; Weight, 185 pounds; Build, medium; Hair, brown, partially bald, graying on sides; Eyes, blue; Complexion, ruddy; Race, white; Nationality, American; Occupations, bookkeeper, salesman, schoolteacher; Scars and marks, 1½" oblique scar on right cheek bone, flesh mole on right side of nose, scar on second joint of index finger left hand; Remarks, Saltry is reported to have thick prominent lips.

Fingerprint Classification: 28 L 1 U 100 19 Ref: T
L 1 R IOI R

CRIMINAL RECORD

Saltry has been convicted for forgery and obtaining money under false pretense. His FBI No. is 146,958.

CAUTION

SALTRY MAY BE ARMED AND SHOULD BE CONSIDERED DANGEROUS.

METHOD OF OPERATION

Saltry, while utilizing numerous aliases, has cashed fraudulent checks in the mid-western and western areas of the United States since October, 1949. He usually represents himself to be a doctor and in this pretended capacity he contacts physicians or the employees of office buildings, drug stores, or hospitals. Saltry will indicate he is a doctor recently discharged from military service who is planning to begin practice as a physician in the community. He will, after making a purchase or down payment, endeavor to have his victims cash a check which will be for more than the cost of his purchase, requesting the balance to be paid in cash. He has, on occasion, signed "M.D." after the name used to sign the fraudulent check. Saltry has some technical knowledge of medical instruments and is familiar with medical terms and medicines. He uses this knowledge in talking with the intended victims of his fraudulent check operations.

An indictment was returned by a Federal Grand Jury at Wichita, Kansas, on June 13, 1951, charging Saltry with a violation of Title 18, U. S. Code, Section 2314.

PLEASE FURNISH ANY INFORMATION WHICH MAY ASSIST IN LOCATING THIS INDIVIDUAL TO THE NEAREST DIVISION OF THE FBI AS LISTED ON THE BACK OF THIS NOTICE.

Check Circular No. 1
April 18, 1956

JOHN EDGAR HOOVER, DIRECTOR
Federal Bureau of Investigation, Washington 25, D. C.

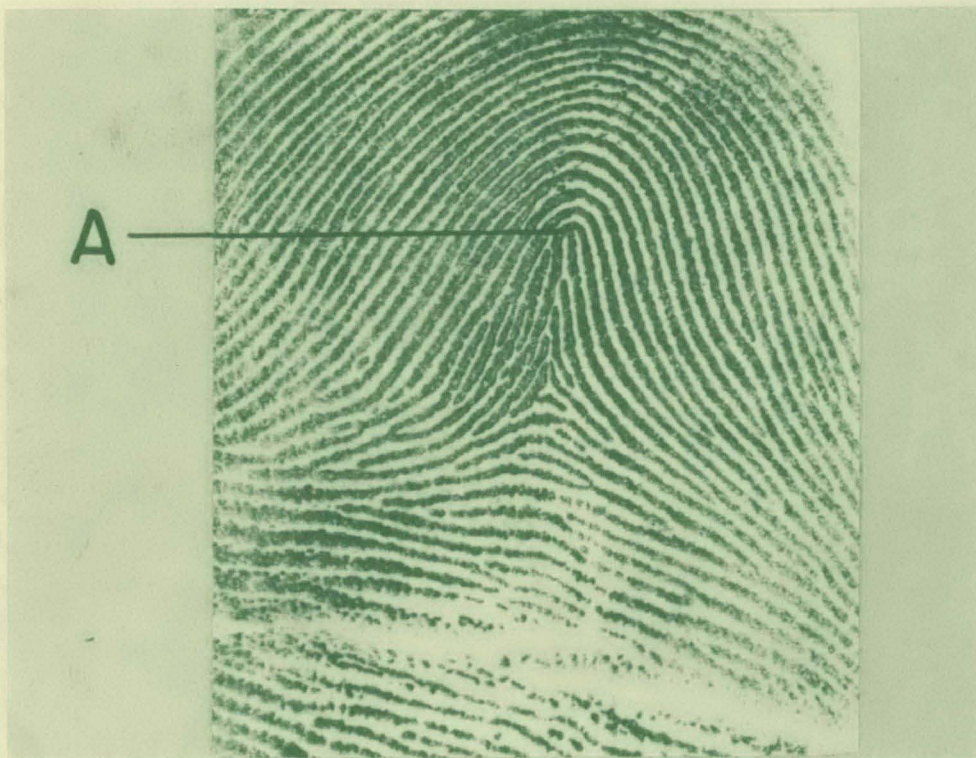
UNITED STATES DEPARTMENT OF JUSTICE
FEDERAL BUREAU OF INVESTIGATION
WASHINGTON 25, D. C.

OFFICIAL BUSINESS

RETURN AFTER 5 DAYS

PENALTY FOR PRIVATE USE TO AVOID
PAYMENT OF POSTAGE, \$300
(GPO)

Questionable Pattern



The questionable pattern shown above is classified as a tented arch and is referenced to a loop. The pattern consists of an upthrusting ridge which merely abuts upon or meets an arching ridge at point A, and therefore no recurve is formed. The reference is made necessary by the fact that heavy inking or pressure may cause this formation to appear as a recurve.