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Law Enforcement BULLETIN



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Message from the Director

TO ALL LAW ENFORCEMENT OFFICIALS:

HOODLUMS, GANGSTERS, AND RACKETEERS, who operate with seeming disdain for constituted authority, all share a common weakness—the morbid fear of detection, apprehension, and successful prosecution.

These leaders of the underworld, representing the brains and motivating force of “organized crime,” cloak themselves with respectability and circulate in all spheres of our society. However, none is immune to the subconscious dread of one day having to face the bar of justice.

Law enforcement is exploiting this weakness. By the exchange of valuable criminal intelligence information, the FBI and other Federal, State, and local agencies are successfully penetrating the innermost sanctums of the criminal deity. This action, plus the new laws passed by the last session of Congress aimed at bigtime racketeers and gamblers, is creating an uneasy stir among professional vice lords.

Experience has shown there is no substitute for on-the-spot dissemination of vital information on the working level. This exchange of criminal intelligence is made among regular, duly authorized law enforcement agencies whose experienced officers understand its nature and are aware of its potential. They make prompt and proper application of it. To my mind, this is a far more logical and practical system than the theoretical national clearinghouse for criminal information. Yet our profession is constantly beset by those who maintain there is a “void” in the exchange of information. They contend it can only be overcome by this catalytic cure-all. Such a contention is without merit and does not deal in reality.

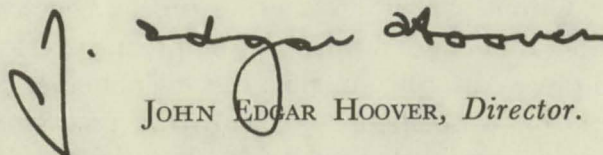
Crime prevention requires timely, cohesive, and spontaneous action. There is no margin for procrastination or administrative red tape. In a like manner, dissemination of criminal intelligence must be expeditious. Presently, it is exchanged promptly by agencies involved, and there is no delay in its reaching the proper authorities.

Daily throughout the country numerous investigations are closed and violators convicted as a direct result of this nationwide program. During a recent 12-month period this Bureau disseminated to various agencies over 100,000 items of criminal information. Based on this assistance, the recipient agencies effected some 2,570 arrests during the same period and recovered property valued at more than \$1,600,000.

The bitter and greedy struggle in the underworld for controlling power over vice and corruption is a scourge in many communities. But it is a challenge that is being forcefully met. As an example, the FBI has been channeling information to one metropolitan police department relating to organized gangs which are a menace in that city. As a result, a number of arrests have been made. In another case, a tip to local authorities made possible the arrest of a powerful out-of-town numbers racket operator who was surveying the area with designs on spreading his illegal business to that locality.

Such graphic examples indicate the effectiveness of this cooperation and are the rule rather than the exception. Reciprocity, of course, is a dominating factor, and each participating agency benefits from this workable plan. The FBI is deeply indebted to police authorities and officers across the country who repeatedly pass on pertinent data relating to its operations. The fund of information on criminal activities is swelling daily, and the FBI stands ready to place an ever-mounting volume of such information into the hands of law enforcement.

In the final analysis, the awesome specter of organized crime is not impregnable. Law enforcement is doing its job well. With the full support of an aroused citizenry, the rulers of the lawless hordes can be routed and our society rid of their ilk. The battle is joined. We have taken up the gauntlet flung down by organized crime. Let us unite in a devastating assault to annihilate this mortal enemy.


JOHN EDGAR HOOVER, *Director.*

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Law Enforcement Wages Attack

Interchange of Information Battles Organized Crime

Overall effectiveness in law enforcement requires that existing procedures and operations connected with every phase of enforcement responsibilities be subjected to constant and objective review and analysis. No group is more aware of the continuing necessity for penetrative study in the area of organized crime than police executives.

Exchange Efficient

Widely publicized revelations regarding the extent of organized crime have aroused public indignation over the activities of racketeers and mobsters and have been responsible for a variety of recommendations suggesting deceptively easy solutions to the problems of large-scale crime. Some would create a new top-level agency to administer the exchange between existing enforcement agencies of information regarding hoodlum operations. Close study of many of these proposals reveals that the proponents are not aware of the total force of the attack being waged by cooperative law enforcement agencies at all levels to eliminate organized crime. Neither are they cognizant of the

procedures already in existence for the efficient and widespread exchange of information between agencies.

Realistic appraisal of the strengths and weaknesses of law enforcement clearly identifies areas in which standards must be raised and performance improved if organized crime is to be eliminated. Fundamental to ultimate success are the determination of responsible citizens to support honest, competent officers in the enforcement of the law, and the willingness of prosecutors and judges to act forcefully when violators of the law are exposed to them.

Localities in which long-flourishing vice and corruption have been subdued demonstrate the vulnerability of organized crime. Law enforcement is presently equipped with the authority and experience to severely cripple large-scale crime. Much has been accomplished. Much remains to be done.

Crime Changes With Times

Historically, racketeers have traded and flourished on society's fringe demand for and apathetic tolerance of illicit goods and services. Gangsters who developed big business finesse during prohibition were well equipped in experience and greed to adjust their operations to other forms of vice after the 21st Amendment was passed. Numerous modern-day gangsters served their apprenticeship in crime during that period of brazen lawlessness and violent struggle for mob dominance.

Prohibition gangster tactics have resulted in huge revenues in a variety of other rackets such as gambling, narcotics, prostitution, and in gangster-controlled labor unions. Desperate to conceal their illegal activities and anxious for social acceptance, the leaders of organized crime have channeled huge sums into legitimate enterprises including motels, hotels, restaurants, disposal firms, real estate companies, and a wide range of other businesses. While straining to disguise their



operations under the cloak of respectability, racketeers have refined their methods and devoted untold effort and money to attempt in every conceivable manner to neutralize and corrupt the forces of law and order that jeopardize their illegal operations.

Violence Their Persuader

Although some racketeers may operate today in plush surroundings, perhaps associate with people of high influence, and surround themselves with highly paid accountants and legal advisors, they still rely on stark violence to secure compliance with their demands and to insure silence. The brutality and sadistic viciousness of gangland killings are clear warnings to mob members of the probable penalty for defection or resistance to racket demands. A midwestern gangster found murdered in early December 1960 had been severely beaten, stabbed in the groin and stomach with an ice pick, and chopped in the chest with an axe. Another gangland figure's naked body was found in a sewer where he had died of exposure. A midwestern labor leader was recently found dead in his automobile. He had been shot once behind the ear after dynamite attached to his automobile had failed to detonate. The thoroughness of the professional is evident in practically every gangland killing. The victims seldom escape death, and witnesses are reluctant, if not completely unwilling, to furnish any information.

Pattern of Organization

No single individual or coalition of racketeers dominates organized crime across the Nation. There are, however, loose connections among controlling groups in various areas through family ties, mutual interest, and financial investment. Of all the rackets, gambling is the most widespread and furnishes the largest share of racket revenues. Where gambling is wide open, hoodlum representatives from various areas compete for the ownership and operation of casinos. Hoodlums and racketeers from numerous cities habitually engage in business and pleasure in many resort areas. Where metropolitan areas are divided by State lines, there is daily traffic between cities by racket figures who operate in both.

Minute and detailed studies made by many city and State investigating bodies, bar association groups, and congressional committees have estab-



lished the deep entrenchment of organized crime in the social, economic, and political structures of many areas. A midwestern city which has only recently overthrown racket rulers has a population of about 30,000 people. It has been estimated that 1,500 of the local citizens derived their principal income from vice activities that flourished for more than half a century. A State grand jury developed evidence indicating the income from gambling alone ran to \$6,000,000 annually. More than 100 indictments were returned against underworld figures and local officials. Thirteen of the fourteen high public officials in the city were indicted for conspiracy to obstruct justice by permitting widespread vice. Civic dignity and rule by law were restored in this instance by determined citizens and authorities. Comparable success has been realized in other areas and is possible wherever there is a strong will on the part of the people to support the honest efforts of elected and appointed officials sworn to enforce the laws and cut off the illicit income of hoodlums and racketeers.

Exchanging Information

Organized law enforcement operating within the traditional framework of existing laws, jurisdictional responsibility, and constitutional safeguards is the most effective weapon against organized crime. Through cooperative efforts, enforcement agencies at all levels are making substantial progress. The constantly increasing flow of helpful information between agencies is just as essential in this campaign as is the ammunition supply of a fighting army.

The helpful exchange of information certainly is not a new concept to the law enforcement pro-

fession. The practice of passing intelligence from officer to officer, squad to squad, precinct to precinct, and agency to agency is a long-standing basic function of investigative and enforcement work. As the demands on law enforcement have increased and the structure of the profession has become more complex, communication procedures have become more intricate, but constantly improving administrative organization and communications equipment have kept pace with complexity. Practically every department of any size has teletype and radio equipment linking it with agencies in the immediate area and surrounding States. The facilities available to metropolitan departments make coast-to-coast, and even international, communication a matter of routine.

Role of the FBI

The flood of information which flows today among Federal, State, and local agencies exemplifies the spirit of mutual helpfulness and recognition of the essential necessity for cooperation among the various levels of law enforcement. For example, between September 1, 1960, and August 31, 1961, the FBI furnished a total of 101,760 items of criminal information to local, State, and other Federal enforcement agencies. Although it is not possible to follow up and determine the actual use made of information in matters which do not fall within FBI jurisdiction, it is known that these items resulted in the arrests of at least 2,570 individuals and the recovery of at least \$1,614,679 in stolen property.

Information disseminated by the FBI in matters in which the FBI does not have jurisdiction is received from a variety of sources. Of the total of 8,683 items of criminal information distributed to local and other Federal agencies during September 1961, 6,297 items were received during the course of investigation into matters involving FBI jurisdiction; 1,133 items were received from criminal informants; and 1,253 items were received from complainants and miscellaneous other sources. Of the total items disseminated, 4,313 were passed to State and local agencies and 3,222 were passed to other Federal agencies.

The receipt of information by the FBI from local, State, and other Federal agencies is likewise voluminous. Literally hundreds of new investigations are opened daily in FBI offices across the Nation on the basis of complaints referred to the FBI by other agencies. Intelligence informa-



tion made available to the FBI through correspondence, file checks, and personal contact of Special Agents is essential to the daily operations of the FBI and is responsible for the success of innumerable assignments.

Other Services Extended

In addition to the exchange of intelligence concerning specific jurisdictional responsibilities, there is a constant exchange of assistance among all levels of law enforcement and the FBI Identification Division, the FBI Laboratory, and training facilities. Without the tradition of mutual helpfulness which exists throughout the profession, the benefits of these services would not be possible.

The cooperative spirit with which law enforcement views mutual problems is clearly demonstrated in the enthusiastic participation of agencies at all levels in conferences sponsored by the FBI throughout the country to deal with specific subjects. The conferences have in the past dealt with such problems as automobile theft, bank robbery, and fraudulent checks. During April and May of 1959, organized crime and racketeering were given intensive analysis during a series of 162 conferences attended by 7,515 enforcement executives representing 3,790 agencies.

Complexity of Operation

Operational problems connected with the collection, administrative handling, and dissemination of intelligence information concerning organized crime are complex. Gangsters with long experience in evading the law employ highly intricate ruses and devices to conceal their activities. It is not uncommon for racket figures to live seem-

ingly respectable lives in one city while very actively involved in illegal enterprises in another area far removed. The relationship of racketeers to specific vice activities is frequently discernible only after bits of information from many sources are laboriously pieced together. With widespread interests and obligations, both within and outside the United States, racketeers frequently travel widely, taking great care to conceal their movements. Witnesses and other sources of information are commonly fearful of violent reprisal if they are discovered cooperating with law enforcement, and extreme care must be exercised in developing their assistance. Under these conditions the task of gathering sound evidence of criminal violations demands skill, patience, ingenuity, and determination. Protracted and complicated investigations during which bits and pieces of information and evidence from a multitude of sources are slowly combined to form comprehensive pictures are the rule rather than the exception.

In many metropolitan areas, police departments have created special intelligence squads staffed with experienced personnel with the specific responsibility of developing and correlating information regarding racket activities. Periodic checks on the travel, associates, and daily operations of known racketeers are conducted by members of the squad, and information is passed on to other squads assigned to the investigation of specific crimes. Officers assigned to other squads regularly pass on information they receive from their sources to the intelligence squad where it is analyzed in the light of other facts and again disseminated within the department and to other interested agencies.

The FBI is acutely aware of its responsibility to pass on information which falls within the jurisdiction of other agencies or which has significance to another agency in a matter of mutual interest. Under long-existing administrative procedures, all information of this nature is promptly disseminated. Inquiries from all agencies entitled to information from FBI files are given immediate attention.

New Federal legislation enacted by the 87th Congress has armed the FBI with jurisdiction which strikes at the heart of some of the enterprises of organized crime. Large-scale gambling activities have in the past relied on swift communication facilities crisscrossing the Nation for the trans-

mission of bets and the results of sporting events. The new law prohibiting the transmission of wagering information in interstate or foreign commerce has already curtailed many gambling operations. Informants and other sources across the Nation have reported that many gambling operators foresee the end of large booking and layoff establishments under the new restrictions on essential communications. Another new statute which prohibits interstate travel or transportation in interstate or foreign commerce in aid of racketeering enterprises provides a broad base from which Federal agencies may attack numerous racketeering activities. The interstate transportation of gambling paraphernalia is also now a violation of Federal law and will limit the activities of gamblers formerly accustomed to operating over wide areas. The Fugitive Felon Act has also been amended to permit the FBI to assist local and State agencies in locating persons charged with any felony who have fled from the State in which the offense occurred.

Cooperation Essential

Law enforcement is attacking organized crime on every front. The accomplishments of the past clearly demonstrate that determined and decisive action of all agencies operating in close harmony can crush organized vice and corruption. Willingness to share skills, experience, and information should characterize the efforts of every enforcement officer and agency as ever greater forces are focused on racketeering. The FBI encourages responsible agencies to seek assistance whenever it is believed that the FBI can, through its jurisdictional responsibilities or through information which may be available in its files, lend additional strength to efforts directed against organized crime. Under the democratic system of rule by law, every law enforcement agency shares like responsibilities to protect the dignity and security of community and Nation. Cooperation is the key to full performance of these sacred duties.



CRIME PREVENTION

Florida Sheriff Organizes League of Young Deputies

by W. E. WHITNEY, Deputy Sheriff, Alachua County, Fla.

The Junior Deputy Sheriffs' League of Alachua County, Fla., was organized in the fall of 1955 by Sheriff J. M. Crevasse, Jr. Soon after taking office in April 1955, Sheriff Crevasse realized the need for and advantages of such an organization. He secured information from the National Sheriffs' Association which has published a most helpful manual for the guidance of sheriffs and deputy sheriffs in organizing groups of boys into junior deputy sheriffs' leagues. Sheriff Crevasse is intensely interested in this work, and any deputy sheriff he has appointed as director of the Alachua County league has been a young man with genuine liking for boys of all ages and possessed of special aptitudes and training for working with boys and adolescents.

Now, 6 years later, we have 17 groups of junior deputies organized in Alachua County, which has a population of about 75,000, and anticipate organ-

izing some additional groups during the current school year.

One of the first steps taken in the organization of the Alachua County league was the printing of a booklet outlining the aims and purposes of the league. Each applicant for membership was given a copy of this booklet which listed the main objectives of the Junior Deputy Sheriffs' League. These objectives, shown in the National Sheriffs' Association manual, are of great practical and educational value, aid in character development, and stimulate and encourage ambition and the urge for service.

Form To Be Filled Out

Each boy is given an application form to complete. Our form asks for all pertinent information. After the form is filled out, and only if one is filled out, a temporary identification card is issued to the applicant. Usually at our fifth or sixth meeting of the new school year, the members take the junior deputy oath, are sworn in by Sheriff Crevasse, and are issued their permanent identification cards.

A suggested junior deputy oath and application form may be found in the junior deputy sheriffs' manual published by the National Sheriffs' Association.

Boys Grouped by Grade

In Alachua County, all boys, regardless of race, in the 7th through 12th grades are eligible to join the league.

For boys in the fifth and sixth grades, we have established a sheriff's club which meets once a week at the Gainesville Boys' Club. Boys in the seventh and eighth grades are eligible to become junior deputies. Boys in the 9th through 12th grades are called Cadets of the Alachua County Sheriff's Department.

Separating the two older groups has added prestige and more status to the cadets. The words



Deputy Sheriff W. E. Whitney.

"junior deputy" had become somewhat stereotyped, and the older boys were not making application for membership because they felt the Junior Deputy Sheriffs' League was "just a kid outfit."

Meetings Held

Working with the county school system, we try to hold league meetings during school hours. This results in better attendance and enables students required to ride schoolbuses and those with other transportation problems to become members of the league. It is not always easy to prevail upon the boys to stay another hour at the schoolhouse at the end of the day, so if an after-school meeting must be held, we have it at some location other than the schoolhouse.

We find it more satisfactory to hold separate meetings for the junior deputies and for the cadets where the number of members in each group is sufficient to warrant such practice.

Uniforms Worn by Boys

The uniforms for the junior deputies and the cadets are identical with deputy sheriffs' uniforms and consist of dark green trousers, light gray shirt, and dark green tie. Instead of Stetson hats, the boys wear dark green overseas caps. The shoulder patch is the same as that worn by deputy sheriffs, except that the words "Jr. Sheriff" appear in the white star instead of "Sheriff's Department."

The junior deputy badge was designed by the National Sheriffs' Association and does not resemble the badge worn by deputy sheriffs.

In this area, a boy can completely outfit himself for a total of about \$8. The badge and patch are sold at cost—\$1 for the badge and 35 cents for the patch. The boys are not required to have a uniform, badge, or patch.

Identification cards are furnished to the boys free of charge.

Rank Structure of League

To act as superior officers over all the members of all the schools, three boys are carefully selected according to their qualities of leadership and character. They are given the rank of colonel, major, and captain and directly assist me in run-

ning the entire organization. In each group, the boys elect one lieutenant and one sergeant for every 20 boys.

The lieutenant of each group acts as a liaison officer between his school principal and me. He calls the meetings to order and handles all formalities of the meetings. I hold him responsible for taking charge of his group when the league is performing any detail or participating in any event.

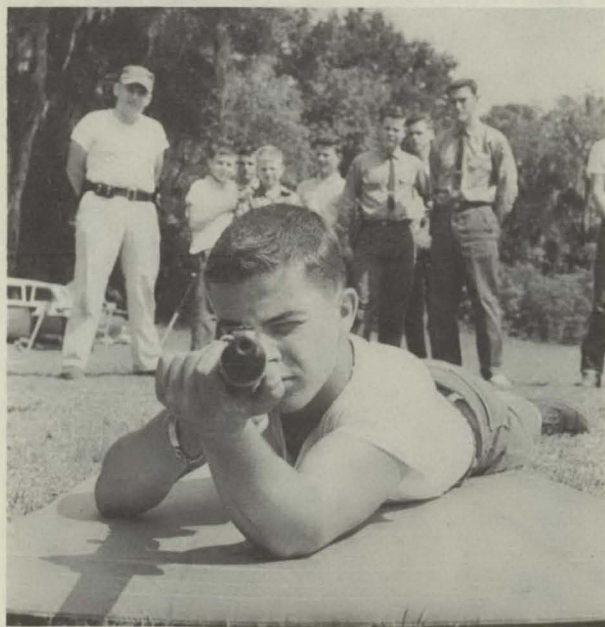
The sergeant, in turn, is responsible for calling the roll and for obtaining the reasons for absence of any members. He is also charged with the responsibility of keeping order at all times and carrying out any orders the lieutenant might give.

Duties and Functions

Our league members are called upon to perform such duties as parking cars for various sports events and civic functions and ushering and handling collections for the Easter sunrise services held every year at the University of Florida football stadium.

In some of the rural schools, the junior deputies serve as schoolbus and school-crossing guards.

Every member is charged with the responsibility of looking out for the safety of the whole student body. The boys are instructed to be con-



*Junior deputy applies instructions for a "bull's-eye."
(Photo courtesy of Gainesville, Fla., Daily Sun.)*



Sheriff J. M. Crevasse, Jr., right, making presentations to outstanding junior deputies.

stantly on the alert for any unsafe conditions at school, home, or in the community.

From time to time, I assign boys to guard our schools against vandals. This is accomplished by giving the boys a walkie-talkie and having them report to headquarters any suspicious persons loitering around the school building or any strange cars parked in the area. The boys are instructed to stay under cover at all times, and at no time are they to challenge anyone. This will be done by the deputy dispatched to the call.

Some of our members are accomplished skin-divers and have been of considerable assistance in locating bodies of drowned persons, stolen articles which have been thrown into lakes, and the like.

Incentives for Performance

We have incorporated into the program a merit and demerit point system. Boys are given merit points for performing the above-mentioned duties, maintaining their attendance at meetings, and for any special law enforcement projects they choose to work on, such as making special reports on fingerprinting, reports on books dealing with law enforcement, and similar undertakings. Demerit points are given to members who commit acts unbecoming to a junior deputy.

For those members who have accumulated a maximum number of merit points by performing duties beyond the minimum expectancy, we have each year an all-expense-paid trip to the State fair in Tampa, Fla.

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Throughout the school year, we have a 2- to 3-day camp-out and several smaller camps-outs for all members who wish to participate. The league also holds an annual dance at the close of each school year.

Another big event the boys enjoy is a day on the firing range. In our classes, the boys receive thorough and complete training on the safe handling and firing of weapons. We have our own rifles and .38-caliber revolvers. The junior deputies fire the single-shot, .22-caliber rifles, and the cadets fire the .38-caliber revolvers. Out of last year's top marksmen, we plan to organize some rifle and pistol teams and organize competitive shoots against other junior deputy pistol and rifle teams in Florida.

Other class subjects consist of studies of law enforcement at all levels. When possible, representatives of Federal, State, and local agencies talk to the boys. These sessions enable the boys to get an overall picture of the law enforcement field and the cooperation existing among the various agencies.

Ever since the inception of the Alachua County Junior Deputy Sheriffs' League, Sheriff Crevasse has realized that the success of any such organization depends upon a varied program. One of the chief assets of such a program is the recreational feature which we stress. One year we arranged to have boxing and judo taught by trained instructors from the University of Florida. We carefully chose the members of the league best suited for this training. This particular project proved very helpful in attracting new members, as well as in making better members of those who received the training.

The junior deputy league in Alachua County has been very helpful, and the record of the members has been outstanding. Sheriff Crevasse believes that no one particular effort will eliminate completely the problem of juvenile delinquency, but this type of program, which is of great interest to boys and adolescents, provides them with food for thought and recreation and activity for their spare time.



FORGETFULNESS IS EXPENSIVE

The rate of auto thefts dropped 80 percent in 1 year in a midwestern city where motorists were ticketed and fined as much as \$300 per violation for leaving ignition keys in their cars.

*"Michigan Police Journal," February, 1960,
issue, page 3*

FBI NATIONAL ACADEMY



Graduation exercises for the 68th session of the FBI National Academy were held on Wednesday, November 8, 1961, in the Departmental Auditorium, Washington, D.C. The 80 law enforcement officers in the class represented 37 States, Canada, Puerto Rico, and the District of Columbia. Among the officers in the class were 10 from State police agencies, 2 sheriffs, 8 chiefs of police, and 1 representative of the U.S. Army. This class brings the total number of FBI National Academy graduates to 4,093. Diplomas were presented by Assistant Attorney General Herbert J. Miller, Jr.

Hon. Arthur J. Goldberg, Secretary of Labor, and Mr. Roger H. Ferger, president and publisher of the Cincinnati Enquirer, delivered the principal addresses. Distinguished guests introduced by Director J. Edgar Hoover were: Capt. G. Allan Hancock, industrialist and philanthropist, and Mrs. Hancock of Santa Maria, Calif., and Irwin S. Rhodes, Chairman of the Special Committee on Communist Tactics, Strategy, and Objectives of the American Bar Association.



Mr. Roger H. Ferger.

National Academy Graduates 80 Men in the 68th Session

Dr. O. Ammon Bartley of the Colesville Methodist Church, Silver Spring, Md., gave the invocation and benediction for the exercises which also featured a program by the U.S. Marine Band, conducted by Capt. Dale Harpham.

Lt. Jesse M. Gragg, of the Kansas Highway Patrol and president of the graduating class, spoke on behalf of his fellow officers. He expressed their appreciation for the opportunity they had been given to advance themselves in the pursuit of professional law enforcement knowledge and training—recognizing, too, that only through the love, understanding, and encouragement of their families and friends had this been made possible. Lieutenant Gragg closed his address by stating, "Let us justify the faith expressed in us by putting forth intelligently directed effort which will assure better and more professional enforcement of the law." A list of the class members will be found at the end of this article.

The address of Mr. Ferger follows:

It has been my honor and privilege on several occasions to address groups in graduating classes. None, I assure you, gives me a greater sense of honor and responsibility than this occasion to salute the Federal Bureau of Investigation, its able and dedicated director, John Edgar Hoover, and the law enforcement officers who have come here from all parts of this country to undergo a rigorous training in new methods and techniques of law enforcement.

The subject of effective law enforcement, for which the FBI long has been a watermark of quality, is too extensive even to summarize in an address of this kind. Let me assure you, however, that I shall not be like the Yale graduate who went back to his Alma Mater to deliver the commencement address. He was a man of "very few million words" and in the preparation of his talk he hit upon the idea of using the letters which spell Yale as the subtopics of his talk. At the outset he announced his purpose and started on the subject of capital Y, explaining at great length that it represented Youth, and he went tiresomely into all the aspects and attributes of youth. Next he started on capital A, detailing in similar length how our lives were guided by Ambition. He was just finishing his discourse on the topic of capital E for Endeavor, after having already covered capital L for Labor at great length, when one of the members of the

graduating class turned to another and said, "Thank goodness we're not graduating from the Massachusetts Institute of Technology."

I promise you that I have no intention of being long-winded. But anyone who has followed, as I have, the long career of this agency and who has a day-to-day contact with all phases of crime detection and law enforcement is sorely tempted "to go overboard" in praise of the men who constitute the FBI or have been aided in their training by it. A magazine of national circulation recently featured the Cincinnati Police Department and its chief, Col. Stanley R. Schrotel, and praised their effectiveness. Our chief and various top members of the department which was so highly praised by Time magazine had the benefit of the same training this graduating class has undergone at the FBI National Academy. Certainly that was no coincidence. The FBI, through its Cincinnati Office and its very efficient personnel, has been of very material help to us in maintaining the type of law enforcement that every civilized American community deserves. When I mention civilization, perhaps I should take note of the fact that civilization had its real beginnings when our forefathers of many thousands of years ago formed tribes and adopted codes of ethics which later evolved into the laws on our statute books today. It has been noted—and I think with proper emphasis—that the burden of investigation and law enforcement in this day and time are not *negative* forces in our Nation and community but rather have a *positive* aspect. The Federal Bureau of Investigation is not simply *against* things—it is *FOR*, in a constructive way, the American standard of life, liberty, and pursuit of happiness embodied in our Constitution and fought for by American patriots down through the long years. I only wish that the general public more fully comprehended that the task of every officer of the law is to protect the innocent as well as to ferret out the guilty. There are, of course, many negative influences at work in the world today. They range from a boy stealing an automobile the first time for a pleasure ride to the enemies of world freedom itself—concerning whom Director Hoover wrote so informatively in his book "Masters of Deceit." The Cincinnati Public School System, incidentally, uses that book in its high school curriculum.

The job you well-trained men are about to undertake is not an easy job; on the contrary, it is a very difficult job. As a plain American citizen, I want to salute you at this moment and to thank you for your dedication to uphold the laws that we, the people, have enacted over a long period of years. It is unfortunate that some people misconstrue the responsibility of the police officer. We of the Enquirer tried in some small way to solve one of your problems when we carried Director Hoover's article in our *This Week* magazine a fortnight ago. Some people believe that police work is simply a matter of carrying a nightstick or riding around in a prowler car. Others think it is a fictional hocus pocus akin to the delightful works of Sir Arthur Conan Doyle. I know, and you know far better than I, that police work and criminal investigation are today the most demanding and complex exercises in sociology, science, and many other subjects in between. I do not believe that many people with all of their interest in the taxpayers' burden realize

that the annual cost of crime in the United States is \$22 billion. This sum covers all police services, penal institutions, courts, probation establishments, losses to insurance companies, and all else relating to crime. If you ponder this astronomic figure for a moment, you will see this is half as much as our tremendous expenditure for national defense in this era of cold—and sometimes hot—war. I would like to stress before leaving this topic that I consider you law enforcement officers and members of the Federal Bureau of Investigation to be a vital part of our national defense. If you have not been told so previously, I will take it upon myself to tell you now that during World War II, thanks largely to the foresight and skill of Director Hoover and the FBI, there was not one single proved instance of successful enemy sabotage in the continental United States. Should war come again, we can only pray to God and rely upon the skills of you men to maintain so fantastic a record.

It should be noted, I think, that the FBI is something of an oddity in governmental agencies. In fact, if it were a corporation you could call it a profit-making company. I was surprised and gratified to learn that the perpetual economy program of the FBI during the last fiscal year enabled it to show an actual return of \$1.34 for every dollar appropriated to carry on its work. There was actually a net profit of approximately \$26 million if we include fines assessed in Federal courts, stolen property uncovered by agents and returned to taxpayers, governmental property stolen and returned to the government, and other savings and recoveries. Director Hoover holds every special agent-in-charge strictly accountable for every penny expended, and it must be justified beyond a shadow of a doubt. I do not know whether Director Hoover carries his own lunch to work with him, but it would not surprise me in the least if one of you officers more adept than I should "frisk" him and find a ham-on-rye with pickle.

As I stated in the outset, it is a great honor and privilege to address you. It has been. I am sure I can conclude my remarks with the best wishes of all America that you will take maximum advantage of your training here at the National Academy, the West Point of American law enforcement. May I leave with you a little quotation from O. S. Marden, an English essayist of about 100 years ago? Director Hoover epitomizes this bit and I commend it to you. Marden said, "A man who is self-reliant, self-confident, enthusiastic, and who undertakes his work with the assurance of success, magnetizes conditions. He draws to himself the literal fulfillment of the promise, 'To him that hath will be given and he shall have abundance.'"

Thanks to all of you and a well-deserved salute to Director Hoover.

Following is the address given by Secretary of Labor Arthur J. Goldberg:

Director Hoover, Associate Director Tolson, Mr. Ferger, General Miller, old friend Deke DeLoach and Mr. Rosen, president of the class Gragg, Reverend Bartley, distinguished guests and members of the graduating class.

As the Director just pointed out, I've had a busy period both prior to and since my appointment as Secretary of Labor, and inasmuch as one of my latest pieces



Hon. Arthur J. Goldberg.

of work was settlement of the Metropolitan Opera dispute, I ought to say to you that my function here today is not to sing but to speak. I have just returned, as the Director has said, from a trip to Japan. Prior to that, I was in Sweden on behalf of the President. I want to say to the graduates that however onerous you think your task is as law enforcement officers, it is nothing compared to what a law enforcement officer has to do in that democratic country of Sweden as I observed with my own eyes.

Prime Minister of Sweden, Mr. Erlander, a very distinguished statesman of the world, invited me to come to his country house at Hopson and sent a group of law enforcement officers in the form of motorcycle policemen to escort me to his country place from Stockholm, and I observed a most peculiar phenomenon which illustrates, I think, the difficulties of law enforcement in a free and democratic society such as ours. When the motorcycle policemen were escorting our car, with the Prime Minister's pennant on the car, trying to get me to Hopson in time for my meeting, I observed that every time they blew the siren the motorist did not automatically go to the side of the road. But, on the other hand, the police officer in charge had to pull up alongside of the motorist and engage in a long conversation, and I wondered about that and when I arrived a half-hour late as a result of these negotiations at the Prime Minister's residence, I asked the Prime Minister what was going on. And he said, "Well," he said, "this always happens to me too." And I said, "Well, what happened?" He said the Swedish motorist, by conviction, believes that if he is riding on a road and he is observing the legal rate of speed, nobody, including the Prime Minister, has a right to wave him on the side, and what was happening in each of these conversations was a discussion between the police officer

and the motorist in which the police officer said, "Pardon me, but we have a guest of the Prime Minister and we want to get him to the Prime Minister's residence on time." And what happened on the other side was an indignant Swedish citizen saying to the policeman, "Well, I have my rights too and I am driving at a legal rate of speed and why should I yield to the Prime Minister." So when you get in trouble, I hope you realize that we are a more law-abiding citizenry and duly respectful of police authority.

Now I am glad to be with you and welcome this opportunity to congratulate you upon the completion of your work at the FBI Academy which has been called, with very good reason, "The West Point of law enforcement." I don't think the public generally realizes that fully 30 percent of the Academy's graduates are now the chief enforcement officials in their own communities, a proud record that I know will be enlarged upon by many of you in the graduating class.

As the Director said, I have returned just the day before yesterday from a trip to Japan on behalf of our Government and earlier, as I have told you, I have been to Scandinavia and also to Canada.

Now these travels, as well as earlier travels I have made in my life to various countries, have fortified my conviction that what we are able to do in the world on behalf of freedom is exactly proportionate to what we do at home. Whether our policies are successful abroad depends on how we conduct ourselves at home and the picture we present to other nations.

We pride ourselves, and rightfully so, on being a government of laws, and not of men. We enjoy and work for a standard of living that is centuries ahead of much of the world.

We seek to respect the integrity and the rights of all individuals, and to make their society serve them—an absolute reversal of the whole course of human history prior to our own Revolution.

We use our wealth, public and private, to assist the unfortunate, the needy, the involuntarily unemployed, and many others.

And here in America, the most precious possession we have is the power of an ideal, of political, economic, and individual liberty, and despite the claims and boasts of Mr. Khrushchev and others, I believe that this dedication to this ideal is destined to change and to prevail in history—if we abide by this ideal and if we serve it.

Now there is no question for any sensible man that our military security is our dominant consideration today, and it promises to be this way stretching into the indefinite future. But, we must also recognize a concomitant fact—that we can lead the world to freedom, as indeed we must, only if the peoples of the world recognize in us the truest best hope of humanity.

When we analyze our domestic picture, which is part of our foreign scene, we realize that while we condemn discrimination here at home as a moral wrong, it also weakens our democratic posture abroad.

While we take pride in attaining the highest total level of employment ever recorded in the month of October, 68½ million Americans at work, the continuing rate of close to 7 percent of unemployment is a deep concern at home, and as I have discovered in my travels, a

propaganda issue against us abroad in unfriendly circles. Now while the overriding integrity and decency of almost all American businessmen and labor leaders and citizens in general are commendable national virtues, big-time crime and growing juvenile delinquency do blacken the name of a free and honest people.

Fairly considered, no one believes that we have not done well; but at the same time we must constantly strive to do better, to move forward against our problems, to reach for perfection because the reaching is almost as important in today's world as the eventual attainment.

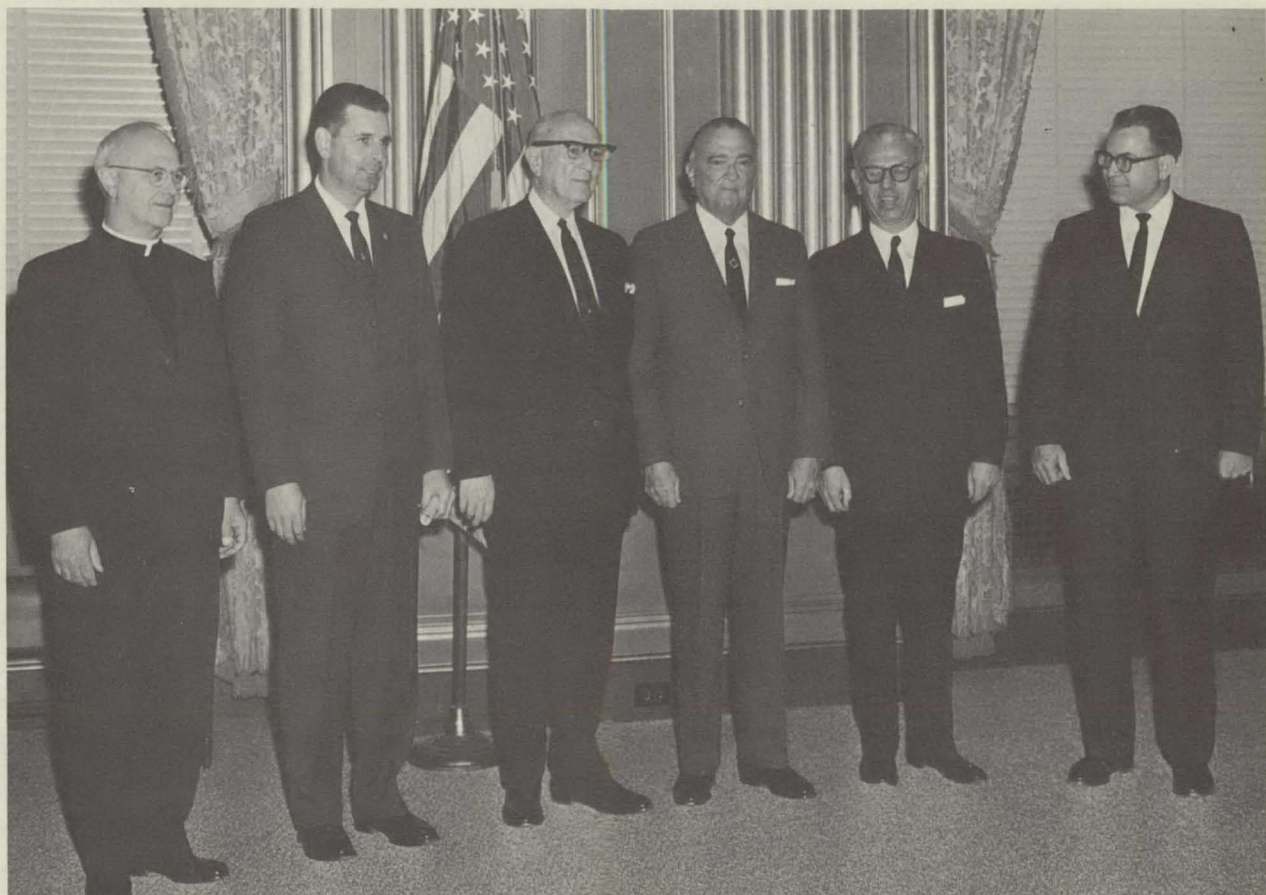
Now you may think that the job that you are going to do in returning to your own community has little relevance to the job that this Nation has to do in the world—but the truth is far otherwise.

During the course you have just completed, and, I am sure, during your own experience as law enforcement officers, you have learned your direct responsibility, as the distinguished publisher has just pointed out, for the maintenance of one of the most fundamental American concepts—that of individual right. For a law enforcement officer has a twofold duty. First, to discover and apprehend violators, and also to observe the legitimate

rights of citizens. This is the very essence of government of laws, rather than of men.

When individual liberties are protected, then the law is strong from the ground up. In civil rights disturbances, for example, local officers are faced with the responsibility of maintaining order and preventing violence so that the orderly processes we have created in America can move these questions to a reasoned resolution we expect in a free society. Unless the local officer does his job, the whole system is endangered. We become a government of men, and not of law.

In the same way, a sound labor-management relationship, with which I have to deal day by day, cannot exist without strong and free management on one hand, and strong and free labor organizations on the other. The crooked labor leader cannot exist without the sanction and endorsement of the employer with whom he bargains, whether that sanction is based on complicity or greed or fear. The crooked employer, seeking a "sweetheart" contract that might cover a racketeering arrangement, cannot do so without finding a crooked labor leader. Now, what does this mean to you, a local law enforcement officer? This: While always alert against the crooked unionist or crooked employer, among the liberties the local officer must



Shown at the auditorium following the ceremonies, from left to right, are: Dr. O. Ammon Bartley, Colesville Methodist Church, Silver Spring, Md.; Lt. Jesse M. Gragg, Kansas Highway Patrol and president of the graduating class; Mr. Roger H. Ferger, president and publisher, the Cincinnati Enquirer; FBI Director J. Edgar Hoover; Hon. Arthur J. Goldberg, Secretary of Labor; and Assistant Attorney General Herbert J. Miller, Jr.

protect are those enjoyed by labor unions and working people—the right to strike, the right to organize, the right to build a strong and free organization, all protected by the law of the land.

I think it is generally recognized, in speaking to you quite frankly, that there have been times in the past when the local police power has been used, not to protect the rights of organizers, but to get them out of town. There have been occasions when the police power has been used, not to protect individual rights, but to break a strike. These things are, I hope, a part of the fading past in America.

I might say that you have in the Federal Bureau of Investigation, under its distinguished Director, J. Edgar Hoover, the best type of example to follow. While it combats subversives, it also safeguards civil liberties and civil rights. Its vigil does not interfere with constitutional civil rights and civil liberties, activities or the legitimate rights of labor.

I know this to be true from my own experience. In 1948, as the Director has pointed out, the American labor movement was locked in a struggle to expunge some communists who had infiltrated some union organizations. Now the effort to get rid of this was made with the greatest respect for individual right, because that is the way a free society should operate, and also because we wanted

(Continued on page 21)

John Edgar Hoover Medal Presented for First Time

The "John Edgar Hoover Medal for Excellence in the Study of Law Enforcement" was awarded to Lt. Joseph Macy, West Palm Beach, Fla., Police Department, on November 6, 1961. The presentation was made by FBI Director J. Edgar Hoover.



Director J. Edgar Hoover presents the John Edgar Hoover Medal to Lt. Joseph Macy of the West Palm Beach, Fla., Police Department.



John Edgar Hoover Medal.

Selection of the winner of the medal was based on the scholastic and professional excellence of students attending the 68th session of the FBI National Academy. At the completion of all phases of the courses of study in police arts and sciences, Lieutenant Macy was selected as the member having the highest scholastic standing in the class of 80 members.

Prior to this session of the FBI Academy, the only individual honor accorded to members of the class was the election of a class president. "Since the training in the FBI National Academy is primarily of an academic nature," Mr. Hoover said, "we felt it would be appropriate to award this distinction to the officer who had distinguished himself by scholastic achievement."

Lieutenant Macy has been with the West Palm Beach Police Department since 1951 and is presently in charge of training.



REGISTRATION ACT

Agents of foreign principals engaged in propaganda and related activities are required to register with the Attorney General and abide not only by the statute but also by any regulations promulgated by the Attorney General under the act. Anyone who has knowledge of or has received instruction or assignment in the espionage, counterespionage, or sabotage services or tactics of a government of a foreign country or of a foreign political party is, with certain exceptions, required to register with the Attorney General.



Driver Check Lanes Help Combat Death in Dallas Traffic

by CHIEF JESSE E. CURRY and CAPT. GLEN D. KING, *Police Department, Dallas, Tex.*

"Police Chief Jesse E. Curry, in a new declaration of police policy, announced plans Saturday to throw up roadblocks beginning Wednesday to catch unlicensed drivers. Curry called it a 'drastic effort' to stop slaughter on city streets."

This lead, from a front-page article appearing in a Dallas, Tex., newspaper, revealed one tool brought to bear during April of 1960 by the Dallas Police Department in an attempt to stem a rising tide of traffic slaughter. On April 17, when the article was published, it had become apparent that only drastic measures could reverse the spiraling traffic accident rate and return Dallas to the ranks of safe cities so far as traffic accidents were concerned.

Prior to 1960, Dallas had enjoyed an enviable traffic safety record. For 5 consecutive years beginning in 1950, it had been given first place in traffic law enforcement by the International Association of Chiefs of Police. In 1955, 1956, and 1957, it had been given the outstanding achievement award by the IACP, and, during 1959, it had received a certificate of achievement in traffic supervision.

During the first 3½ months of 1960, automobile accidents, injuries, and fatalities skyrocketed. By mid-April, Dallas had recorded almost 6,500 accidents, an increase of 9.5 percent over the previous year. Injuries at that time totaled almost 1,200, an increase of 27.4 percent over 1959, and traffic fatalities stood at 30, double the figure established during the previous year.

Accident Records Studied

In an attempt to reverse the trend established during 1960, the Dallas Police Department turned to a study of its accident experience of previous years. An examination of the 21,435 accidents recorded during 1959 revealed that drivers without a valid license at the time of their apprehension were at fault in 20 percent of the accidents. The same drivers had been found at fault in 25 percent of the recorded fatal accidents.

The 1960 accidents were then examined, and it was discovered that this trend was continuing.

In the belief that removal of the unlicensed driver from the streets would result in fewer accidents, our department cooperated with the Dallas Citizens' Traffic Commission and other police agencies within Dallas County in formulating a plan to systematically ferret out the unlicensed driver and take enforcement action against him.

The necessity for including all police agencies within Dallas County was highlighted when it was discovered that almost 34 percent of the accidents occurring within the limits of the city of Dallas involved drivers who lived in some other incorporated area within Dallas County.

The driving public was first made aware of the proposed driver's license check lanes when it



Chief Jesse E. Curry.

was pointed out to an assembly of newsmen that 30,000 moving traffic citations had been issued in Dallas during the previous year for unlicensed driving which revealed the tragic toll exacted by this irresponsible group. It was announced that on Wednesday, April 20, driver's license check lanes would be established throughout the city, and that officers would begin stopping motorists to inspect their licenses.

News Media Respond

Not only did the newspapers perform admirably in informing the public of the approaching enforcement drive, but they also assisted by supporting the chief's program on the editorial pages of the newspapers. Editorial comments were also made on television and radio stations.

An editorial appearing in a Dallas newspaper on the morning the check lanes were placed in operation read:

Fair warning of roadblocks starting today by Dallas Police should suffice for:

(1) Motorists who have never obtained a Texas driver's license;

(2) Motorists who have allowed their Texas driver's licenses to expire;

(3) Motorists whose licenses have been suspended for any cause by the Department of Public Safety.

While checking on licenses over Dallas County, police will also be watching for drunks and speeders. Clear the license law violators, the drunks, and the speeders from our streets and the traffic toll will plunge.

That is exactly what Police Chief Curry, the Citizens' Traffic Commission, and other cooperating safety officials and organizations are counting on in instituting the roadblocks.

Violators will meet stiffer fines than ever, judges have promised. Forgers, license-suspension ignorers, and other more serious offenders will land in jail where they belong. Chief Curry's team should, as has been promised, make the checks a continuing program.

One-third of this year's fatalities on Dallas streets have involved drivers living outside the city limits, but within the county. This suggests that a general law enforcement by police in surrounding municipalities is in order to bolster the Dallas safety drive.

Because of the splendid work of the news-gathering agencies, the general public was well informed of the department's plans, and a large measure of support for the program was obtained.

Realizing that a concentrated campaign against the unlicensed driver could overtax personnel assigned by the Department of Public Safety to the driver's license examination stations in Dallas, the State agency was included in the planning of



Capt. Glen D. King.

the program. Driver's license examiners from throughout the State of Texas were alerted, and arrangements were made for their speedy transfer to Dallas in the event it proved to be necessary.

The wisdom of this move became apparent on Monday, April 18, when an estimated 400 persons were waiting when one of the examining stations was opened at 8 a.m. At another station, the line stretched a full block. It was estimated that more than a thousand persons appeared at one inspection station on Monday, and other inspection stations reported themselves similarly swamped.

Traditionally, the Department of Public Safety maintained two driver's license examination stations in the city of Dallas. To provide for the expected flood of license seekers, examining stations were also established in the suburban cities of Richardson, Garland, Grand Prairie, University Park, Mesquite, and Carrollton. All stations reported long lines of applicants. The examining stations in the city of Fort Worth, 33 miles distant, absorbed some of the surplus from the Dallas County stations.

The area surrounding the main examining stations in Fair Park assumed a carnival air as applicants waited their turns to take the written

and driving tests. Vendors circulated through the crowd selling soft drinks, ice cream, and fried chicken in boxes.

Not all the people at Fair Park were infected with the holiday spirit. One examiner, who had been brought into Dallas from a distant station, revealed he had given four driver's tests on the day before he left his regular assignment. On his first day in Dallas he gave 52.

Capt. John Ownby, in charge of driver's license examinations in the Dallas area, reported that the percentage of persons failing to secure their licenses following examination was considerably higher than usual during this period. He stated that approximately 70 percent of the persons who took their examinations failed to pass, compared with a usual 52 percent. Many persons who failed reappeared on successive days in an attempt to secure a license before the check lanes became a reality.

The high number of persons failing the tests would seem to indicate that many who were operating vehicles without licenses were doing so because of their inability to pass the necessary examinations.

The Department of Public Safety continued to operate at a peak level for several days after the check lanes were instituted. On the day they were begun, more than 1,700 receipts were issued for licenses.

Penalties Imposed

Realizing that only insofar as cases of driver's license violations were successfully prosecuted in court would they constitute a deterrent to the lawless driver, the judges of the corporation court of Dallas agreed to a greater penalty for this offense. Prior to the establishment of the check lanes, a driver charged with operating his vehicle without a license was permitted to pay a fine of \$10. The judges, under whom the fines bureau operates, established a fine of \$25 for the first offense of driving without a license and provided for enhanced penalties for subsequent violations.

This added penalty was also felt in the county criminal courts which have initial jurisdiction in some traffic offenses and appeal jurisdiction in others.

Formerly, persons convicted of driving an automobile while their licenses were suspended were subject to a small fine. Public attitude, following

institution of the driver's license check lanes, caused a steadily increased penalty for this offense until, recently, a jury assessed a penalty of 6 months in jail and a \$250 fine. The maximum penalty in Texas is 6 months in jail and a \$500 fine.

Traffic Volume Affected

A decline in the number of cars on the streets was noticed on the opening days of the check lanes. The Dallas Transit Co., which provides mass public transportation in Dallas, reported a marked increase in the number of bus passengers and stated that their receipts on the day of the opening of the check lanes were higher than for the same day of the preceding week when large numbers of shoppers converged on the downtown area for Easter shopping.

To prevent members of the driving public who should come to police attention from eluding the check lanes, the locations where they were to be established were not revealed to the public. On the first day the lanes were used, five teams operated within the city of Dallas. The locations of the lanes were changed frequently, and before the day ended 17 areas had received concentrated police action. Simultaneously, check lanes were established in the neighboring towns of University Park, Mesquite, Irving, Garland, Carrollton, and Grand Prairie. Members of the Dallas County Sheriff's Department operated in unincorporated areas in the county.

Traffic Flows Smoothly

When the lanes were first used, they were placed in outlying areas so as not to unduly impede the flow of vehicular traffic. We realized that if the motorist were forced to wait a considerable period of time while his license was being examined, the department would lose public support for the program, and it would be doomed to failure.

As the officers assigned to the examination stations gained experience, it became apparent that the check lanes were not constituting a congesting factor. As a matter of fact, the automobiles and their drivers were—on the average—delayed approximately 1 minute. Rarely did more than 10 or 12 automobiles stand in line waiting to go through the lanes. When the waiting automobiles reached this number, more than one team of officers checked lanes simultaneously. At times, as many as three officers were checking automobiles

in one lane. The first officer would check the first automobile in the lane; the second, the next automobile; and the third officer would inspect the license of the third driver. Then the three drivers would be permitted to drive on through the lanes, and the fourth automobile would be brought up to the first position in the line and the next three checked at the same time.

As time passed, the driver's license check lanes were moved closer and closer to the main traffic arteries until eventually they were established upon the arteries themselves. With experience, the officers were able to check a large number of licenses in a very short period of time.

Nighttime Checks Included

It was also realized that the problems attendant to checking licenses at night were different from those in the daytime; so when the lanes were first placed in operation, they were maintained only during the daylight hours. It was realized, however, that concentration during this limited period of the day would not bring all of the driving public into contact with the lanes. As the officers gained experience, the plan was expanded to the evening hours.

As a safety precaution, three signs warning motorists of the traffic lanes were placed far enough back from the checkpoints to allow vehicles to stop with safety. During the hours of darkness, the lanes were well lighted. Locations were chosen where drivers thus warned had no opportunity to turn onto a side street and evade

police scrutiny. The first sign read, "Slow, Driver's License Check"; the second advised the motorists to form a single line; and the third asked the driver to have his license handy.

Problems Solved

Problems encountered in the operation of the check lanes were solved as they arose. Many drivers, upon realizing they were approaching a checkpoint, changed seats with a passenger who had a valid driver's license. To prevent this evasion, officers were stationed a considerable distance back from the checkpoints with instructions to watch for drivers attempting to change seats with a passenger.

This placement of an officer yielded unexpected results. On several occasions, the officer saw drivers park at a place of business, leave their automobiles, and enter the store. A short time later, they emerged from the store, ignored their automobiles, and walked away from the scene. They were detained and asked for their driver's licenses.

Others were not so subtle. Several drivers, realizing that examination was imminent, stopped their automobiles in lanes of traffic and attempted to flee on foot. They were apprehended by the officer assigned to watch the movements of the vehicles. Other drivers attempted to crash through the check lanes and evade the police. Motorcycle officers were used to overtake and apprehend these drivers.



Check lane within city limits, Dallas, Tex.



Police check driver's licenses at check-lane point.

Under normal conditions, the lanes checked traffic flowing in one direction only. However, it soon became apparent that alertness could pay dividends on the lanes not being checked. Many drivers approaching the check lanes from a direction in which they would have been clear believed that their lanes were about to be checked and attempted to turn off or make U-turns in the lanes of traffic. Such suspicious actions were investigated by the chase officers, and many driver's license violations were thus discovered.

The officers soon realized the undesirability of reaching into the automobile to receive the driver's license. Drivers were required to take the license from their billfolds or cardcases and present them to the officer. On several occasions when officers extended their arms into the cars, the automobile rolled forward and minor injuries to the officers resulted.

Whenever a driver was discovered to be operating a vehicle without a license or in violation of a license restriction, he was pulled to the side of the roadway and enforcement action was taken against him.

Few Complaints Registered

Although great care was used in the selection of sites for the traffic lanes, the department received a small number of complaints from businessmen who claimed that the check lanes were detrimental to their businesses. One liquor store operator reported that the establishment of a check lane in the vicinity of his package store reduced his business by 30 percent. He contended that many drivers were reluctant to make purchases of alcoholic beverages while they were under police scrutiny.

An unassociated factor of Texas law became involved in the check lanes. Under the local option statute, the people residing in any justice of the peace precinct may decide by election whether alcoholic beverages may be legally sold. In only one precinct of Dallas may alcohol be purchased. The establishment of check lanes on the main traffic arteries connecting wet with dry areas produced a large number of arrests for driving while intoxicated.

Enforcement Record Impressive

The check lanes continued throughout the remainder of 1960. At the end of the year, personnel so assigned had compiled an enviable record

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of traffic law enforcement. By December 31, 1960, 18,862 arrests had been made by officers working the check lanes. Of this number, 15,988 were for driver's license violations, 624 were for vehicle safety inspection stickers, and 35 were for vehicle registration violations. Drivers totaling 464 were placed in jail for driving while intoxicated, driving while license suspended, and other jail traffic offenses. In addition, 1,851 arrests for other traffic offenses were made.

A study of the annual traffic experience for 1960 revealed the value of the check lanes. Accidents, which had been 9.5 percent above the previous year's level when the lanes were instituted, rose only 1 percent for the year. The increase in traffic injuries had dropped from 27.4 to 10.8 percent, and the increase in traffic fatalities had dropped from 100 to 16.6 percent.

Dallas' experience with the driver's license check lanes has made it a permanent part of the police department's operating procedure.

★

TONGUE-TWISTING TECHNIQUE TRIED IN TESTING TIPLERS

Motorists arrested for drunken driving in a southwestern city have been put through a series of coordination and tongue-twister tests in front of a movie sound camera.

The films have been ruled admissible as courtroom evidence, and, as of the time this item was written, no lawyer had pleaded innocent for his client after seeing the films.

63-4296-35, Serial # 334

★

ELECTRONIC PATROLMAN CHECKS SPEEDERS

A police department in the South is one of a few across the country which are using a new speed-timing device capable of picking up the speed of a fast-moving vehicle out of a group of cars moving in either direction. It can be used by a moving patrol car or in stationary positions.

This electronic device can pick up the speed of buses or trucks at a distance of more than 1,600 feet and automobiles at 600 feet or more, and locks the speedometer dial at the speed the suspect car is traveling—thus obviating any argument as to how fast the speeding vehicle was actually moving.

*Jacksonville Criminel 4/12/61,
63-4296-63, Ser # 305*

INVESTIGATORS' AIDS

Hot Cash Recovered from Cold Spot

Tools, weapons, loot, and contraband have been found in most unlikely and unexpected places by investigating officers, sometimes by sheer luck or a tenuous clue, but more often by dint of hard work, exacting thoroughness, and the will to go on searching in the face of seemingly insurmountable odds.

In a major kidnaping case on the west coast, \$100,000 of the ransom money—made up into 10 packages of \$100 bills—was recovered from the door of a refrigerator in a motel where the kidnaper had stayed.

Painstakingly, this individual had gently folded back the edge of the refrigerator door gasket and removed the 35 to 40 screws securing the gasket and the inside metal lining of the door. Then, carefully pulling loose the spun-glass insulation, he slipped the 10 packages of \$100 bills—one by one—behind the insulation, replaced the inside metal plate and the door gasket, and then disposed of the screwdriver he had used.

An additional large sum of money was found in the possession of the kidnaper and one of his accomplices, bringing the total amount recovered of the \$200,000 paid to \$182,515.05.

*63-4296-26 Ser # 789 and
7-9776 ★ Subj. Frank
Marrone, Victim Anthony Alessio*

YOUTHFUL BURGLAR NABBED BY POLICE IN DISGUISE

After unsuccessfully attempting to catch the perpetrator of some 23 burglaries in their area, two detectives made a determined effort to put an end to these activities. Wearing some old work clothes and borrowing an old-model automobile, they patrolled the area where the burglaries had been occurring with increasing frequency.

At one point, the two detectives observed a young boy go to the front door of a home in the area, knock on the door, and then enter the house. When he came out, they trailed him to a wooded area where they saw him count some money and bury some papers.

Taken into custody, the 12-year-old boy admitted the 23 break-ins, outlining his method of operation as follows: He would knock on a door and, if no one answered, would force the door or a back window to make entry, unless the homeowner had failed to lock the front door. Should anyone answer the door, he would ask for work in the yard, knowing that he would be refused because of his age and size.

Arresting officers stated that the youth had entered some of the homes more than once and, in one case, entered the same one four times.

*63-4296-49, Savannah
FBI LAW ENFORCEMENT BULLETIN
Criminel 2/1/61*



Refrigerator door dismantled for removal of \$100,000.

NATIONAL ACADEMY

(Continued from page 14)

no charges of persecution, no basis for propaganda to circulate throughout the world. But this did not interfere with the job. Because when the job was finished, the communists were done in the American labor movement with very small and insignificant exceptions and it was done for good. And just the other day when I was in Japan, it was the great strength that I had that I was able to point this up to the Japanese labor movement which like our labor movement back in 1948 is infiltrated with communists. Now during this whole time—and I was very active in this effort and very close to it—the assistance rendered to the labor movement by the FBI and by Director Hoover was calculated to help the labor movement, not to harm the labor movement. The identification of communists, the building of the record against them, the scrupulous regard not to interfere with the internal affairs of unions were carried out by the FBI without smear against the great body of Americans who belong to honest unions, and with the result that the labor movement cast these parasites off and emerged stronger.

Again talking frankly, there are those, some in number, fortunately few, who distrust the activities of the Bureau, and who write and speak about it as an inherent danger to individual liberties. I believe, from the record, they are misguided—some willfully and some out of ignorance of the Bureau's functions and purposes.

In the Department of Labor I have become a law enforcement officer, by reason of the Labor-Management Reporting and Disclosure Act of 1959. We are fortunate in the Bureau in having many men trained by the FBI in our Bureau of Labor Management Reports. Now we have received over 8,000 complaints under this law. Many were, of course, unfounded, as many of the complaints submitted to you. Others have been closed by voluntary compliance, others are under investigation, some have resulted in indictment.

There are some people who think that when you enact a law you automatically send to jail everybody who exists, who in the past violated the law or who would like to do so. But I want to point out to you that, of course, one of the beneficial effects of enacting a law like this is that it acts as a deterrent to future violations. And I think this has been true of this law. But it should not merely be a deterrent. In its broader meaning like all laws it should protect the democratic processes through which corrupt leadership and bad leadership will eventually be driven out of the labor movement.

An important part of this, since laws cannot do everything, is what the labor movement does itself. And it is highly important that the labor movement continue its own activities to drive from its ranks those who do not measure up to the ethical standards required for such leadership.

A few months ago, for example, I made the public statement that in my opinion Mr. Hoffa did not measure up to the ethical standards that should characterize labor leadership in the United States—a view which the Attorney General has expressed, and the President has expressed and which I fully share. I also pointed out that

I did not believe that Mr. Hoffa enjoyed the united and strong support within his union that his propaganda would lead us to believe, that there were many honest men in the Teamsters Union who would not go along with him.

Only last week, President Meany of the AFL-CIO, a distinguished and honest trade unionist, presented a charter to a local which had seceded from the Teamsters Union, the members of which voted in a free government election 1,664 to 12 to rejoin the main body of American labor. I have the strong conviction this is not the end of a single revolt, but the beginning of a general dissatisfaction.

Now I have been asked very often as to how I, who represented the labor movement for 25 years, looked upon the enforcement of the law like the Labor Management Disclosure Act, features of which had been opposed by the labor movement. I would like to tell you my enforcement philosophy in the exact words I told it to a trade-union convention of over a thousand people just a few days ago. And I am going to quote from what I said because I was talking directly to a group of men in their own language and this is what I said:

"I know that not one man here would expect me, as the Secretary of Labor, sworn to uphold the law, not to uphold it. Whether I personally like it or dislike it, I would be faithless to my trust as a Government official that I took if I did not enforce the law.

"I want to tell you how I propose to enforce it. I am going to enforce that law fairly. I am going to enforce it as Congress wrote it, because I cannot change it. I am not going to persecute anybody under that law.

"At the same time, if a proper, sensible enforcement of that law shows trickery or connivery or dishonesty, I am going to go after it, because that is my duty.

"I would say this: You have problems under it because it's a complicated law.

"You have forms to file and so on. Nobody is going to be victimized for any technical deficiency, unwillful and in good faith, under the law. So don't worry about it from that sense.

"But, fellows (I was talking as you see very directly), if you get tempted and if anybody puts their hand in the till, you will be gone after.

"Now, that's a pretty plain statement, a statement that everybody can understand."

That's what I told a union convention, and that is what I shall tell management and the American public at large.

I believe that one of the great and important problems we face in this country is the extent to which organized crime has infiltrated into legitimate businesses. There has been a steady expansion into honest economic enterprises, through wealth gained in illicit enterprises of the criminal syndicate. Some indication of this is the partial list of businesses that the men who attended the Apalachin conference were engaged in—and I am not talking about the legal questions involved in that case, but I am talking about the facts which have been undisputed in that case. Of the more than 58 men who attended, 50 had arrest records, 35 had records of convictions, and 23 had spent time in jails or prisons as a result of these convictions. And here are some of the businesses that these men were engaged in:

Garment manufacturing, trucking, grocery stores and markets, food importing, funeral homes, linen and laundries, automotive agencies, coal companies, bakeries, taverns and restaurants, and construction.

To combat criminal organized operations in America, I believe we must mount a three-pronged offensive.

First, the members of our free institutions, like labor unions and private businesses, have a basic and important role to play themselves. They must keep their own houses in order.

Secondly, Federal enforcement officials can, as the FBI is doing and the other enforcement agencies, mount a bruising cooperative attack against criminals disguised as employers and labor leaders. And I want to say for myself that, as director of the Department of Labor, we have the utmost cooperation from the Department of Justice, under the distinguished Attorney General; the Bureau, under Mr. Hoover; the Internal Revenue Service, under the Secretary of the Treasury and Mr. Caplin; and all other enforcement agencies of the Government in a cooperative effort to tackle this great problem of America.

And the third, members of the offensive against organized crime are yourselves, the local law enforcement officials who have the practical, day-by-day duty of protecting right. And certainly the forces of the law in this country, if they are supported by the citizens of this country, are equal to the task of meeting the criminal challenge.

The public policy in our Nation should be an expression of moral purpose, as the Reverend said in introducing the meeting this morning in his invocation. Beyond the laws that govern us in our political and economic lives, is the great moral law that informs all free society—the law of justice, charity, and right.

We are called upon to face the challenge of crime, to face the challenge of corruption, both legal and moral, in our cities, in our poor rural communities, in our distressed areas, in our industrial relationships, and in our civil relationships—so we may face the challenge of the world. In reaffirming our commitment to bear the burdens of freedom, we do so in the knowledge that they may become a strength in themselves, and a cause for honor among all Americans.

My congratulations to each member of the graduating class, to Director Hoover for organizing this fine course which has gone on for so many years, and my best wishes to you and your families for good luck in the future.

Thank you very much.

The members of the graduating class of the 68th session of the FBI National Academy are:

Dale A. Adams, Lincoln, Nebr., Police Department.
Frank W. Ahrens, River Forest, Ill., Police Department.
Dale E. Allen, Eugene, Oreg., Police Department.
Rafael Alvarez Jimenez, Police of Puerto Rico.
Robert L. Bales, Albuquerque, N. Mex., Police Department.
Paul Louis Bellocchio, Somerset County, N.J., Prosecutor's Office.
Robert A. Benfer, Sr., San Antonio, Tex., Police Department.
Wayne H. Bornhoft, Fullerton, Calif., Police Department.
Walter Frank Bowley, Jr., West Virginia State Police.
William R. Bracke, Cincinnati, Ohio, Police Department.

Raymond B. Buchta, Omaha, Nebr., Police Department.
Joseph Dale Bulla, Asheboro, N.C., Police Department.
Cecil A. Burch, Phoenix, Ariz., Police Department.
Benjamin Henry Burroughs, Jr., St. Marys County, Md., Sheriff's Office.
Robert William Clark, Virginia State Police.
Clair R. Collins, Bloomsburg, Pa., Police Department.
Robert Lee Cornell, Jr., Prince William County, Va., Sheriff's Office.
James Kenneth Davis, Gaston County, N.C., Rural Police.
James Oliver Dumigan, Baton Rouge, La., Police Department.
John L. Ferreira, Falmouth, Mass., Police Department.
Russell Stanley Fisher, Hillsborough, Calif., Police Department.
I. L. Garcia, El Paso, Tex., Police Department.
Jack W. Gascoyne, Barberton, Ohio, Police Department.
Matthew Michael Geis, Pittsburgh, Pa., Bureau of Police.
Robert W. Georgantas, Illinois State Highway Police.
Jesse M. Gragg, Kansas Highway Patrol.
Orson E. Harman, South Bend, Ind., Police Department.
Herbert S. Harrison, Benton County, Washington, Sheriff's Office.
Howard Raymond Hewlett, Corpus Christi, Tex., Police Department.
William Thomas Hurley, Pueblo, Colo., Police Department.
Lewis Willard Hurst, Norfolk, Va., Police Department.
LeRoy Arnold Jacobsen, Ogden, Utah, Police Department.
Douglas B. James, Santa Cruz County, Calif., Sheriff's Office.
John Ferguson Johnson, Jr., Atlanta, Ga., Police Department.
Leonard D. Jones, Jr., Military Police Corps, U.S. Army.
John G. Kark, Ohio State Highway Patrol.
Francis Richard Kessler, Tucson, Ariz., Police Department.
William W. Knox, Fort Smith, Ark., Police Department.
Walter W. Lange, U.S. Park Police.
Billy O'Neil Lloyd, Kentucky State Police.
Frank Lodwick, Manhattan Beach, Calif., Police Department.
Michael S. Luty, Olean, N.Y., Police Department.
Joseph Macy, West Palm Beach, Fla., Police Department.
Cornelius J. Mahoney, New York City Police Department.
Luis Maldonado Trinidad, Police of Puerto Rico.
George H. Marks, Westport, Conn., Police Department.
Robert Lynn Maxwell, Hays, Kans., Police Department.
Harry E. McConnell, Burlington County, N.J., Prosecutor's Office.
Frank B. McGillen, Saginaw, Mich., Police Department.
Joel G. McWilliams, Tangipahoa Parish, La., Sheriff's Office.
C. Lanie Norvell, St. Lucie County, Fla., Sheriff's Office.
James L. O'Brien, Rice Lake, Wis., Police Department.
Paul William Odom, Johnson City, Tenn., Police Department.
Donald E. Payne, Wilmington, Del., Bureau of Police.
James I. Pixley, Bloomington, Minn., Police Department.
Thomas Pugliese, Ramapo Town Police Department, Suffern, N.Y.
James H. Reading, Oklahoma City, Okla., Police Department.
Milton G. Sackett, Southfield, Mich., Police Department.

E. Edward Scarponi, Portsmouth, N.H., Police Department.

William L. Sheeks, Indiana State Police.

Allen Sill, West Covina, Calif., Police Department.

James Oliver Simmons, Amarillo, Tex., Police Department.

Zachary Taylor Slattery, Jr., Great Falls, Mont., Police Department.

Morton Bernard Solomon, Philadelphia, Pa., Police Department.

William Douglas Staff, Berkeley, Mo., Police Department.

Wells Safford Steckel, New York State Police.

Norman McG. Stewart, Winnipeg, Manitoba, Canada, Police Department.

Carl B. Stokes, South Carolina Law Enforcement Division.

Andrew Irby Stone, Florence County, S.C., Sheriff's Office.

Eugene E. Tafe, Nashua, N.H., Police Department.

John W. Trotter, Metropolitan Police Department, Washington, D.C.

Walter S. Truzack, Elizabeth, N.J., Police Department.

Cecil C. Wallace, Dallas, Tex., Police Department.

Jack L. Webb, Miami Beach, Fla., Police Department.

John F. Widmann, New Haven, Conn., Police Department.

David Alexander Williamson, Metropolitan Toronto, Ontario, Canada, Police Department.

Charles William Willits, Jr., Daytona Beach, Fla., Police Department.

Hoover Wimberly, New Mexico State Police.

John C. Wingate, Jr., Sarasota, Fla., Police Department.

Bill Wayne Wright, Kingsport, Tenn., Police Department.

Class counselors were Special Agents Robert W. Carter and Daniel W. Johnson.

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FEATHER IN HAT LEADS TO APPREHENSION

Alertness on the part of two Michigan police officers resulted in the solution of a burglary case and the successful apprehension of the burglar.

On November 5, 1960, a drycleaning establishment in Trenton, Mich., was burglarized. It was determined that entry to the building was gained by breaking a hole through the roof. A small feather was found near the place of entry by the investigating officer. The officer took the feather back to the station with him and had it on his desk as he prepared his report.

Another police officer, noticing the feather, recalled seeing a similar feather in the hat of an individual who was stopped for routine questioning 2 days before. A careful check of the records revealed the identity and address of the suspect. Confronted with the feather, the burglar confessed, and the loot was recovered.

Human Interest Item
JANUARY 1962

12/16/60 page 2

Man Sentenced to Prison Absolved of Crime

Information originally received by the FBI and furnished to the appropriate State officials brought about the solution of a murder for which an innocent man had been serving a 35-year sentence since July 1957.

A convicted murderer, sentenced to life imprisonment on another murder charge, was contacted, at his own request, by an FBI Agent at the prison farm where he was incarcerated. He told the Agent that in 1957 he murdered an elderly man, but was unable to recall the man's name or the name of the city in which the crime had been committed. He fixed the date of the murder as approximately 10 days prior to the murder for which he is presently serving time. He remembered the date because it happened to be his birthday—May 25, 1957.

The convicted murderer went on to relate that while traveling in the Southwest he struck up an acquaintance with an unknown elderly man from whom he unsuccessfully attempted to borrow money. At the time he was in this man's house, he observed a saw and hammer on a table, was overcome with a desire to kill, seized the hammer, and struck and felled the elderly man with a blow to the head. He then took the victim's wallet, removed the contents, and disposed of the wallet by placing it in a wall opening in the hotel where he was rooming.

FBI Agents identified the crime admitted by the prisoner and disclosed that a son-in-law of the victim had been found guilty of the murder and sentenced to serve a 35-year prison term. He had been developed as a suspect as the result of a polygraph examination given by local authorities.

Following an interview with the inmate at the prison farm, State officials had not the slightest doubt that he had committed the crime and that the son-in-law was innocent.

The murderer remains confined and, while new murder charges have been filed against him, there is no indication that he will be tried for this crime, since he is presently serving a life sentence.

At the conclusion of an investigation by the State crime bureau, the innocent man was absolved of the crime and was granted a full pardon on January 10, 1961.

Subj. Leonard Lee Mc Claim
Ref. 63-6589
23

WANTED BY THE FBI

JOHN EDGAR FINDLAY, also known as Jack Edgar Findlay, John Edgar Findley, John O'Brien, John Reed, Joseph Reilly, "Big Boy," "Big Jack," "Mr. Kellogg," and others

Unlawful Flight To Avoid Prosecution (Murder); Theft From Interstate Shipment; Conspiracy

John Edgar Findlay, a veteran criminal of the crime-filled twenties, is currently being sought by the FBI on the basis of a Federal warrant issued on February 8, 1960, at Jersey City, N.J., charging him with unlawful interstate flight to avoid prosecution for murder. A Federal warrant was also issued April 14, 1958, at Brooklyn, N.Y., charging Findlay with theft from interstate shipment and conspiracy.

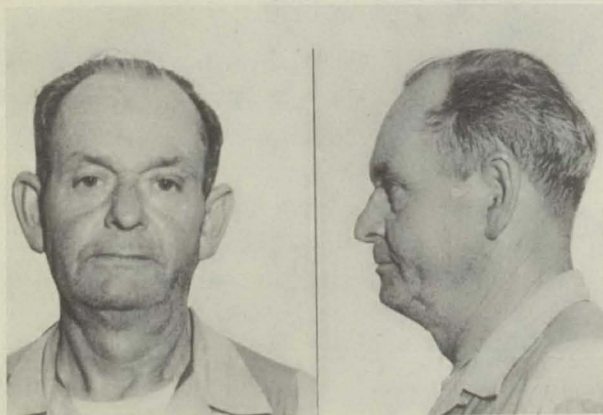
The Fugitive

Findlay began his life of crime in 1928. Since that time, he has been convicted of robbery, passing counterfeit money, receiving goods stolen from foreign commerce, and mail theft.

The Crimes

On July 9, 1957, FBI Agents of Newark, N.J., arrested Findlay, who was charged with the theft of 600 cases of cigarettes from interstate shipment. Indicted by a Federal grand jury, Findlay did not appear for trial, and a warrant was issued for his arrest.

While still being sought on the theft charge, Findlay was indicted, along with others, by a



John Edgar Findlay.

Hudson County grand jury, Jersey City, N.J., and charged with murder in connection with a gangland-type slaying.

Caution

Findlay is being sought for a gangland murder. He should be considered armed and extremely dangerous.

Description

John Edgar Findlay is described as follows:

Age	54, born September 11, 1907, Union City, N.J. (not supported by birth records).												
Height	6 feet 3 inches.												
Weight	180 to 200 pounds.												
Build	Medium.												
Hair	Brown, graying and balding.												
Eyes	Blue-gray.												
Complexion	Ruddy.												
Race	White.												
Nationality	American.												
Occupations	Clerk, deckhand, laborer, long-shoreman, pier checker, plumber, timekeeper.												
Scars and marks	Scar over left eyebrow, scar under chin, vaccination scar upper left arm, tattoos—cross on left forearm, cross on right forearm with marks above cross.												
Remarks	Reported to have upper and lower partial plates.												
FBI Number	232,515.												
Fingerprint classification	<table><tbody><tr><td>14</td><td>M</td><td>1</td><td>T</td><td>OI</td><td>17</td></tr><tr><td></td><td>M</td><td>1</td><td>R</td><td>III</td><td></td></tr></tbody></table>	14	M	1	T	OI	17		M	1	R	III	
14	M	1	T	OI	17								
	M	1	R	III									

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

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STOWAWAYS ON VESSELS OR AIRCRAFT

Stowing away on a vessel or aircraft entering or leaving the United States, on any aircraft owned or operated by the United States, or on any scheduled airlines flying interstate is a criminal violation within the jurisdiction of the FBI.



The National Fraudulent Check File

The National Fraudulent Check File has outstanding value as a central repository for fraudulent checks. For this reason—and as a matter of general policy—the FBI Laboratory will accept for search through this check file a wide variety of fraudulent checks encountered by local law enforcement agencies. Although maximum value ordinarily can be derived by submitting the local checks to the FBI Laboratory immediately following recovery, a search through this file can also be a very valuable supplemental followup to any local file searches and comparisons which the submitting agency may have made locally.

Searches of the files should be made of:

1. All fraudulent checks which appear to be the product of professional checkpassers. (There is little value in searching “not sufficient funds,” “account closed” checks, and those obviously not the work of professional checkpassers.)
2. Stolen payroll checks and money orders.
3. Fraudulent checks drawn on “out of town” banks.

Advantages to the contributor:

1. By comparing checks with the National Fraudulent Check File and/or signatures on fingerprint cards, unidentified checkpassers may be identified.
2. May give information on additional checkpassing activities of known checkpassers.
3. Descriptive data, photographs, and copies of identification records of checkpassers are furnished for assistance whenever possible.
4. Contributors are notified of subject’s apprehension when this information is known.

If the original fraudulent check cannot be submitted, a good clear photograph or a Photostat is acceptable.

Checks should be submitted via registered mail to:

DIRECTOR
Federal Bureau of Investigation
Washington 25, D.C.
Attention: FBI Laboratory

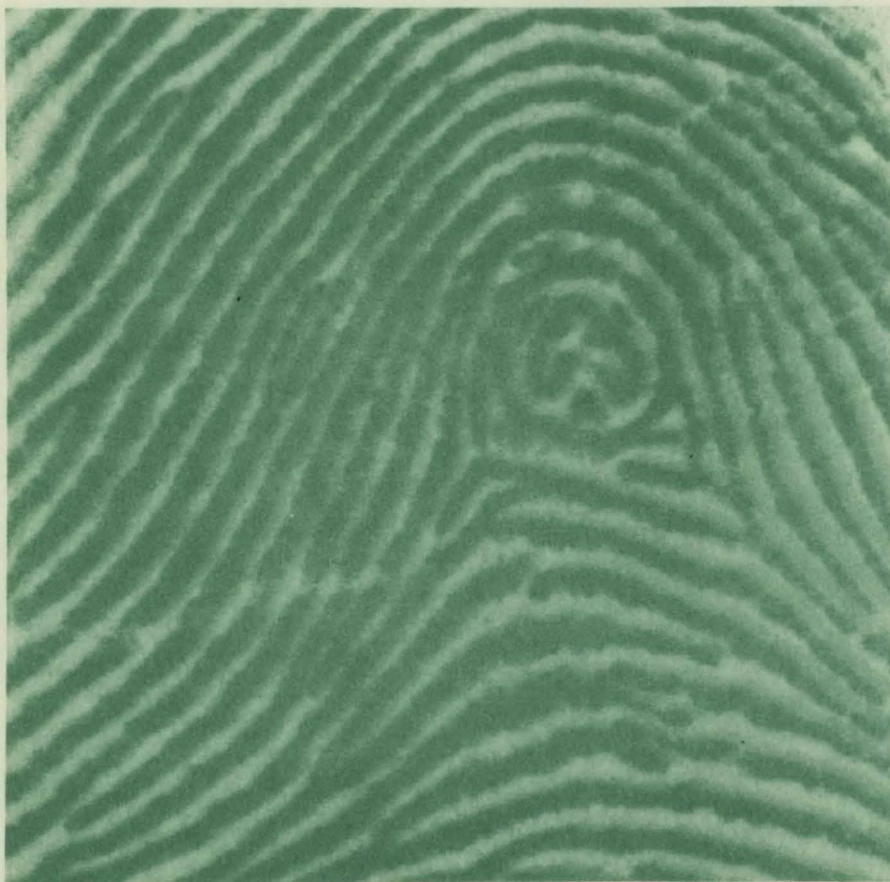
UNITED STATES DEPARTMENT OF JUSTICE
FEDERAL BUREAU OF INVESTIGATION
WASHINGTON 25, D. C.

OFFICIAL BUSINESS

RETURN AFTER 5 DAYS

POSTAGE AND FEES PAID
FEDERAL BUREAU OF INVESTIGATION

Questionable Pattern



The unusual formation of this pattern is due in part to the inverted looping ridge and dot at the center which forms the third delta. This third delta causes the pattern to be classified as an accidental whorl with a meeting tracing. A reference search would be conducted in the central pocket loop-type whorl group.