

THE IDEAL LAW-ENFORCEMENT OFFICER AND THE IDEAL LAW-ENFORCEMENT ORGANIZATION

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I have been requested by Mr. John Edgar Hoover, the Director of the Federal Bureau of Investigation, Department of Justice, to express to this conference his gratitude and appreciation for the honor and privilege of sending a representative here to take part in these proceedings ; and to express his earnest hope that from this conference will be developed plans that will result in such comprehensive cooperation among all law-enforcement officers, local, state, and national, that the cause of law enforcement will be immeasurably strengthened thereby. He is certain that, regardless of any specific plan or plans that may be here evolved, there will result an increasingly enthusiastic spirit of cooperation that will include all law-enforcement officials in this jurisdiction, the results of which will prove a fitting tribute to the sagacity, foresight, and judgment of those instrumental in formulating plans for these meetings. Only by the attainment of this ideal upon some practical working basis will there be insured that continuing and effective control of crime that will render these communities immune to the attacks of the criminal hordes, now and always.

Law enforcement is not only dependent upon enthusiastic, intelligent cooperation among all law-enforcement officials ; it is cooperation itself. The records of crime have come down to us from the earliest annals of human history. Crime itself is as old as the human race. There have always been individuals who, because of physical or mental inertia, or by reason of their real or fancied inferior physical or mental equipment, or both, have found themselves unable or unwilling to cope successfully with their fellows in lawful, competitive struggle for the necessities, the comforts, and pleasures of life ; who have been unwilling to accept the loser's share of the battle for existence ; and who, lacking the religious training and the moral stamina, or the sense of social good which renders men honest and honorable in their relations with their fellows, have attempted by force or surreptitiously to wrest a larger share of this world's goods from their more fortunate or more intelligent companions than has been permitted by the "rules of the game," as these rules are reflected in the laws of the more or less socialized or civilized communities in which they have dwelt. Always, too, those members of communities whose interests have necessitated more or

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less stable rules or laws have cooperated in defense of these interests; and there have been designated certain protectors or defenders of these communities, whose duty it has been to afford appropriate protection and defense against those who cared little or nothing for the peaceful pursuits of daily living. It was the duty of these defenders and protectors in the dark ages of the human race, even as now in an age not quite so dark, to battle with the forces of crime and disorder, to make the supreme sacrifice, if need be that of life itself; in order that men, women, and children might dwell in peace and enjoy, in a measure proportionate to their skill and good fortune, the fruits of that individual and collective struggle with a mysterious Nature that grants and withholds the harvest,—that showers blessings or misfortunes upon the human race in accordance with either an inscrutable caprice or an equally inscrutable Divine Wisdom.

Some men are naturally cooperative. The good of the tribe or the community or the nation seems to be an instinctive, motivating factor in all of their thoughts and actions. Some men, on the other hand, seem to be naturally egoistical, nonsocial, and competitive in their attitude toward life and its activities. All men should be cooperative. They should recognize that individual life and the development of individual personality depend upon favorable environmental social factors. A law-enforcement official, however, must be cooperative, basically and comprehensively cooperative, in all of his dealings, if he respects his vocation or desires to secure in its practice a material degree of successful achievement.

When all is said and done, law enforcement is a problem of personnel. The better the quality of law-enforcement personnel becomes, the more efficient are the results secured in the control of major crimes. No matter how much progress may be achieved in devising, inventing, and applying mechanical and chemical processes, it still remains true that criminals must be apprehended by better men than they are. Our law-enforcement officers must outthink the criminal, as well as outshoot him.

The battle between law enforcement and the cohorts of crime has been shifted increasingly from a physical to a mental basis. It has become almost entirely a war of wits or mentalities. Physical prowess is a minor and almost nonexistent element in modern law enforcement.

We are witnessing in this day and generation the development of a new profession, that of scientific law enforcement. The ideals attendant upon this development are three-fold: individual, organizational, and (since law enforcement is impossible of effective attainment without the enthusiastic support of a sympathetic, cooperative

public) a public ideal or standard which those not directly connected with the law-enforcement profession must follow to the extent of their sense of individual responsibility for the common good.

The individual ideal is that of the individual law-enforcement officer. What are the qualifications of the ideal law-enforcement officer? He should be well-educated, because law enforcement is now a profession. With the best of law-enforcement officers it is an art. The ideal law-enforcement officer should possess a basic education at least equivalent to that required of the members of any of the other so-called learned professions. Education and intelligence are not synonymous terms. A law-enforcement officer should be truly intelligent. He should possess a mind capable of thinking quickly and effectively along the shortest possible lines to the solution of the most complicated, baffling problems. His thinking should be supplemented by a broad experience with all kinds and classes of humanity. It should not be confined exclusively to the criminal class, because there is no definite, unchangeable criminal class. All men are potentially criminals and saints. A decadent nineteenth century poet said

“For who can tell to what red Hell
His sightless soul may stray?”

and another older, saner, if not wiser, poet of the same century said

“For men may rise on stepping stones
Of their dead selves to better things.”

The law-enforcement officer should possess that intuitive quality of combined sympathy and imaginative understanding which enables him to live instinctively within the thoughts and feelings of those with whom he comes in contact. He should always be imaginative—constructively, logically imaginative—so that he may evolve within his own mind the possible or probable plans, schemes, and theories of the criminals with whom he must cope, and devise such methods as may be necessary to combat and solve them.

He must be industrious. Even genius without industry, without the willingness to drudge long and tirelessly toward a vague, uncertain end, is abortive and doomed to ultimate failure. In order to be truly industrious he must love his work, and this should be simple. I know of no more interesting vocation; none that demands more superior qualities and talents of the individual, requiring as it does the exercise of physical, mental, and moral excellence; and none that is more truly necessary and beneficial to humanity than this vocation, upon which depends the protection of all the achievements of the human race that men call civilization.

He must be honorable—naturally, instinctively honorable—not only honest in his financial dealings, not only honorable with law-abiding citizens, but honorable with criminals. It is more necessary for the law-enforcement officer to be honorable with criminals than with honest men.

He must be tenaciously, indefatigably persistent. Cases are not solved at the first attempt, nor at the tenth attempt, nor at perhaps the hundredth attempt. He should never permit himself to look upon any case as ultimately unsolved or insoluble. He should be judicially minded. In his labor to solve a problem or a case he should be just as eager to find evidence which will prove a suspected individual innocent as to establish indisputably the guilt of a person under suspicion. In this way only can he win the confidence of jurists and juries. In this way only can he respect himself and his profession.

He must be accurate,—accurate in his observations and his judgments, accurate in the expression of his views, opinions, and knowledge.

He must be emotionally well-balanced. He must free himself, so far as may be possible, from prejudice and favoritism. Resentment, personal dislike, revenge should never affect or sway his official conduct. He should possess the dispassionate viewpoint of a scientist or an artist. He is a scientist and he is an artist.

He should be open-minded. He should hold lightly his opinions, views, and theories, developed in connection with his work upon a crime, so that they may be readily discarded when newer, better views and theories can be developed from newer, later, and more comprehensive evidence and findings.

He must be a good judge of human nature; and in order to be so he must be naturally sympathetic. Men are basically, naturally good, even the worst of men; and no man can truly judge humanity at large unless he would rather bless than curse, unless he prefers to aid and benefit rather than to hurt and hinder, unless he is more prone to sympathy than to hatred or dislike.

He should be optimistic. Optimism always, or almost always, wins. Pessimism and ultimate failure are usually synonymous. He should remember that law enforcement is an art as well as a science. He should look upon every case as something new and novel, the raw material of the unknown with which he may build his newest, latest, greatest masterpiece. Even though it be of a routine type, he should seek to introduce an element of novelty into its solution by the use of new and untried methods. He should never permit his work to become routine. Along that road lie stagnation and drudgery.

He must be courageous. He must be ready at all times to make the

supreme sacrifice, to lay down his life for the cause of law enforcement, which is the cause of civilization. The day is near when there will arise in our public places monuments to those law-enforcement heroes and martyrs who have given their lives in desperate battles, fought often singly and unsupported and under circumstances requiring greater courage than is manifested by the soldier in time of war (who fights a common enemy and is surrounded by his comrades).

He should be ambitious, aggressively ambitious,—hoping, expecting, and demanding the best for himself and his organization; and above all he should be enthusiastic. No great work, no good work, was ever performed without enthusiasm. To live is to be enthusiastic. To be enthusiastic is to have found the veritable “fountain of youth,” to synchronize one’s actions with the universal celestial undertones, to see life in its rainbow tints of hope and glory. When we lose our enthusiasm we die, even though we encumber the earth for a few or a score of years thereafter.

He should be loyal to the best in himself and to his organization. He should pay the debt he owes to countless worthy ancestors who were born, gazed with delight upon the sunrise of youth, toiled through their maturity to develop higher and better qualities to transmit to their posterity, and finally passed through the sunset of life into the great unknown, feeling a vague yet comforting certainty that they were passing on a better heritage to those that followed them than they had received. When we are true to the best in ourselves we are true to those whose blood courses through our veins and they truly live in us.

Is this ideal law-enforcement officer nonexistent? Is the ideal unattainable? I do not believe it. I know those who have at least approximated this ideal. I believe it is practicable and worthy of the science or art of law enforcement.

While organizations are said to be the sum total of the individuals composing them, yet it is true that the efficiency of individuals is materially affected, for better or worse, by the policies which emanate from and control organizations. What then is the ideal law-enforcement organization? First and foremost, it is one that selects its personnel with the greatest care from the best available material. The selection of personnel is the fountainhead or source of an organization, and must remain pure or the entire course become sullied and impure. Appointments must be made upon a merit basis solely. No form of political or other influence should at any time be permitted to have any weight in the making of appointments. Educational qualifications should be the best obtainable. The Federal Bureau of Investigation requires that its appointees be attorneys, expert accountants, or ex-

perienced investigators. They are given examinations that clearly demonstrate their basic qualifications. These examinations are designed to test, not only the knowledge of the applicant, but his ability to analyze a set of facts and a statute, apply the facts to the statute, and prepare intelligently a report of findings and conclusions. Our applicants are also given additional tests, prepared for the purpose of determining if they possess investigative talent and adaptability. They are interviewed by a bureau official, who formulates an opinion as to whether the applicant possesses the necessary experience and personal qualifications, such as resourcefulness, aggressiveness, tact, energy, and the like. Examinations of law-enforcement applicants should never be written only. The personal element is so great in law-enforcement work that only a personal interview by a skilled and experienced law-enforcement executive will afford a proper decision as to the fitness of the applicant for selection.

No applicant should be appointed without the most comprehensive investigation of his entire career. His record from early childhood to the time of his application should be rigidly scrutinized,—including not only police records, but employment reports, school records and scholastic accomplishments, credit ratings; a social record, voiced by schoolmates, teachers, and neighbors, should be secured as a reflection of his personality.

Once appointed, the applicant should be thoroughly trained. This training cannot be too thorough; it should, incidentally, last throughout the entire career of a law-enforcement officer. The training should be both theoretical and practical. In the training course established by the Federal Bureau of Investigation, the trainee receives a comprehensive course of both theoretical and practical instruction. Trainees are also given tests, designed to record their resourcefulness and visual and auditory memory faculties, to develop a proper approach and relationship with individuals interviewed, to stimulate their powers of observation at scenes of crimes, to improve their skill in handling mechanical devices available, to improve their ability to express themselves clearly, and to develop their latent faculties most quickly and effectively along investigative lines. I believe no training may be considered complete without instruction in the development of latent fingerprints, some knowledge of the classification of fingerprints, a more comprehensive knowledge of the various scientific paraphernalia and methods developed during the past few years, and without the devotion of considerable time to the basic principles of document identification, the identification of handwriting and typewriting, the elements of firearm identification, as well as training in the use of firearms.

It should be here emphasized that training is not only important upon the entry of a law-enforcement official into his career, but should extend throughout his entire tenure of service. Special agents of the Federal Bureau of Investigation receive monthly practice training in the use of firearms and monthly instruction in the latest approved scientific investigative methods.

I have said that the best available personnel only should be chosen. In order that this course may be effectively pursued, it is necessary that liberal salaries be paid. The short-sighted, penurious policy that has been so widespread heretofore in providing inadequate compensation of law-enforcement officials is not only morally disgraceful, but is the best possible method to pursue to insure that law enforcement will lag behind the development of crime, with the consequent disastrous results to life and property. Compensation for law-enforcement officers must be liberal. It should be equivalent to that received by the members of other learned professions. I again contend that law enforcement is a learned profession. Then, too, are we justified in giving inadequate monetary compensation to those who daily risk their lives in our defense; and often, all too often, give their lives in our defense? Flowers and eulogies are small, pitiful comfort to widows and orphans. A liberal compensation while living, and a liberal pension to dependents of those killed in the service is not only decent, but will serve to attract to the law-enforcement ranks the flower of our youth. The conditions of law enforcement must be made worthy of respect before personnel will be attracted who will command respect by their attainments and character.

The door to advancement in a law-enforcement organization should be kept always open. It was said of Napoleon's "Grand Armee" that every private soldier carried a field marshal's baton in his knapsack. Advancement should always be upon a merit basis only. Advancement because of seniority is, I believe, undesirable. It conduces to a degree of stagnation in law-enforcement bodies which renders them ineffective where such a condition exists. Politics should never in the slightest degree affect promotion or demotion in any law-enforcement agency. Wherever politics touches law enforcement, demoralization and corruption ensue. The highest position of a law-enforcement organization should always be open to any member of the organization who can demonstrate his superior fitness therefor, and for no other reason. The time is not far distant when it will be considered as grossly indicative of poor taste and pitiful ignorance to inquire as to a law-enforcement officer's political views as it is now to give any consideration to his religious affiliations.

A law-enforcement organization should be properly equipped. It should be supplied with the most modern and efficient armament, as well as the latest scientifically devised protective devices, such as bullet-proof vests, shields, and the like. No state or county should dare to be economical in supplying armament or protective devices to its police.

It is criminal to gamble with the lives of our law-enforcement personnel. At about midnight on January 8 of this year, Russell Gibson, alias Rusty Gibson, emerged from the rear of a Chicago apartment dwelling into a dark alley, blazing away at the shadowy forms of bureau agents, partly visible to him, with a Browning automatic rifle possessing an effective range (with the appropriate type of ammunition) of between two and three miles. Gibson had received his early criminal training from Johnny Lazia, the uncrowned king of the Kansas City underworld. He later broke jail in Oklahoma City after the commission of a holdup and murder there, and still later associated himself with the Barker-Karpis mob, the perpetrators of the Bremer kidnaping at St. Paul and other major crimes too numerous to here mention. Gibson had sent his women and another male companion out of the front door to surrender to the bureau agents there. Believing that the watch in the rear would be at least less numerous than in front, he chose to risk a bolt for "life, liberty, and the pursuit of happiness," relying not only upon his modern, high-powered gun, but upon the heaviest type of steel bullet-proof vest obtainable, which he had strapped around his body. Fortunately for the agents of the bureau, they were equally well-armed, and a well-directed shot struck Gibson in the body, penetrated the front of the vest, passed through his body, and almost emerged from the back of the vest. Had our men not been so armed there might have been one more funeral of a gallant law-enforcement officer to attend, and more widows and children to attempt to solace.

In considering equipment, consideration should also be given to the provision for law-enforcement organizations of the latest scientific devices, machines, contrivances, and processes. I have said that law enforcement is a problem of securing superior personnel. It is also necessary to provide the superior personnel with the latest inventions and discoveries along law-enforcement lines. Law-enforcement methods are becoming and will continue to become more and more scientific. The inventive genius of the human race, the intellectual accomplishments and achievements of our scholars and scientists, are becoming more and more available to law enforcement in its endless struggle with the criminal world. More and more will the individual intelligences of our law-enforcement officials be supplemented and enhanced by scientific discoveries and processes.

That a chain is no stronger than its weakest link is an accepted truism. This applies to law enforcement as well as to other phases of human endeavor. Each and every individual member of a law-enforcement unit should be continually impressed with the necessity for cooperating to the utmost with the members of all other law-enforcement agencies interested in an individual case. There should be a continuing partnership among the members of all law-enforcement bodies; they should never be rivals. There is sufficient, amply sufficient, scope for the exercise of the jurisdictional authority of every kind of law-enforcement agency, local, state, or national. No organization or policy should attempt to supersede or supplant—none can supplant—the local police organization. Law enforcement depends upon, it must rise or fall, in accordance with the efficiency or lack of efficiency of the local law-enforcement organization. Nothing can take the place of the intimate knowledge of the identity and habits of habitual criminals possessed by local law-enforcement officers. The vast majority of crimes are local in scope. Some however—in fact many major crimes—have become state-wide and interstate in scope during the past decade, with the development of transportation facilities and the increasingly elusive methods adopted by major criminals in the *modus operandi* of their crimes, as well as in their methods of escape. This has brought about the development of state law-enforcement organizations to supplement the efforts of local law-enforcement officers in crimes that are state-wide in scope, and the development of the Federal Bureau of Investigation to supplement and assist the efforts of local and state law-enforcement agencies in crimes which are interstate in the scope of their operations or in the avenues of escape of these major criminals. The Federal Bureau of Investigation of the Department of Justice will never attempt to usurp the functions or prerogatives of any local law-enforcement agency. It possesses certain definite functions under specific Federal legislation. In performing these it welcomes the support of all other law-enforcement agencies. In any matter possessing mutual investigative interest the Federal Bureau of Investigation will always be eager to assist in every way possible all state and local police agencies.

The Bureau of Investigation of the Department of Justice offers to all law-enforcement agencies all of its facilities in all matters of mutual law-enforcement interest; its identification unit, possessing over 4,800,000 fingerprint records (the largest in the world), is at the service of all police organizations; its laboratory, equipped with the most modern, proven scientific devices, is at the service of law-enforcement officers and agencies everywhere; its system of uniform crime statistics is offered to all those interested in a scientific method of re-

ording the variation, the rise and fall, the progress and regression of various types of crime in different sections of the country; its monthly fugitive bulletin is available to all law-enforcement officials, in order that a nation-wide broadcast of the description of important criminals, whose location is desired, may be effectively secured; its field offices, located in the principal cities of the country, manned by a staff of trained and, it is believed, competent investigators, are ready and eager to cooperate with law-enforcement officials in any case of mutual interest.

The ideal law-enforcement organization must be continually on the march toward ever-increasing effectiveness of operation. Every individual and every organization that cannot look back upon the period of a year and truthfully record marked improvement is deteriorating, whether or not that individual or organization be conscious that the element of decay has entered into its life. Each year and each day present their inexorable demands for newer, greater, and better discoveries, methods, plans, and accomplishments. Among the newer research developments which have been evolved by the Federal Bureau of Investigation, and which are placed at the disposal of law-enforcement officials everywhere, may be mentioned the following:

An ammunition-specimen file, containing a large number of sample projectile and cartridge cases, representing all the American-made ammunition, has been assembled. This file is being extended to include also foreign-made ammunition.

The rifling specifications and other pertinent information concerning all makes of modern firearms have been collected in the bureau's laboratory. All firearms imported into this country are reported to the bureau through the Customs Service of the Treasury Department, and the record indexed as to type of gun, serial number, name of importer, etc.

The bureau laboratory has collected blue prints from tire manufacturers representing 700 different designs of automobile tire tracks.

Standards have been collected representing type design in over 480 makes and models of typewriters; and there have been collected specimens of both foreign and domestic handwriting, so that large numbers of samples of the handwriting of persons, both in foreign countries and in various sections and at various times in this country, will be available for study.

There has also been established a file of approximately 27,000 index cards, with information regarding paper watermarks, companies by which registered, and the dates when they were used in the manufacture of paper.

Samples of hairs and fibers are collected and mounted for microscopical study and comparison.

Through its internationally known fingerprint unit, the Federal Bureau of Investigation has also developed within the past few years certain phases of law enforcement which, it is believed, will prove of increasing value in the course of time. Among these is the installation of a single fingerprint system, confined as yet to the fingerprints of known gangsters and persons charged with bank robbery, kidnaping, and extortion; in order that latent fingerprints found on extortion letters, at the scene of the crime, upon abandoned automobiles, at the rendezvous where the victim was held, and in other places, may be promptly compared with the fingerprints classified in this single fingerprint file. The bureau has also established a *modus operandi* file, listing the individual "trade-marks" or characteristics of each bank robbery, cross-indexed to permit rapid examination of the histories of past bank crimes for the purpose of finding similarities in methods of operation with the bank robbery under current investigation. There has also been established a general appearance file, applied as yet solely to bank robbers and criminals of a major type, consisting of data listing the details of the physical appearance of these selected criminals, placing every possible emphasis upon some peculiarity of physical appearance, such as moles, warts, dimples, scars, unusual avoirdupois, unusual slimness, and the like.

A development in law enforcement that has aroused considerable interest during the past few months is the recording of fingerprints of citizens who not only have never committed any crime but, in all human probability, never will develop the slightest criminal propensity. The value of the recording of the fingerprints of our civil, noncriminal population is receiving greater recognition as time goes on from all those conversant with the protective uses of this procedure. The identification unit of the Federal Bureau of Investigation has initiated a noncriminal or citizens' section, in which will be received the fingerprints of each and every citizen who may desire this service. This applies not only to adults but to children, and the manifold benefits that may be derived from the permanent recording of these incontestable, unchangeable personal fingertip signatures of the citizens of our country need not be argued or explained in detail to a law-enforcement gathering. This service of our bureau is placed at the disposal of each and every citizen of the country, either through law-enforcement officers functioning in the individual communities, or by direct communication on the part of the citizen with the bureau.

With a real spirit of cooperation prevailing among all branches of

law enforcement, the advances which have already been achieved are small, indeed, in comparison with those that are certain to be the result of this united front against the common foe. The future will unmistakably reflect that civilization, and the fruits of civilization will be protected from the onslaughts of any and all criminal hordes by the voluntarily combined hosts of law enforcement,—local, state, and national.

Society is becoming “law enforcement conscious,” and as time passes more and more will our citizenry appreciate and value the devotion, courage, and dauntless self-sacrifice of our law-enforcement officers, the veritable heroes of peace. I congratulate all of you upon your membership in such a profession. I anticipate that in the coming year, and in the coming decade, your brilliant accomplishments in the cause of law enforcement will cause your organization and your lives to be part of that sacred heritage that posterity will delight to praise and honor.