

Released for
Morning Newspapers
Saturday, June 8, 1935.

"PROGRESS TOWARDS A NATIONAL PROGRAM FOR THE PREVENTION,
DETECTION AND PUNISHMENT OF CRIME"

ADDRESS

by

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ATTORNEY GENERAL OF THE UNITED STATES

Delivered at

Stanford, Connecticut,

Friday, June 7, 1935,

10:30 P. M., E.D.T.,

at the

Celebration of the Founding of the

First Congregational Church

in 1635.

Ladies and Gentlemen:

After the stirring challenges and compulsions of events at the national seat of Government it is a stimulating experience to return, even for a few hours, to the intimate associations of one's home State and there amidst neighbors and friends, gain the advantage of a fresh perspective of some of the problems that beset us. While I was not born in Connecticut, I came here to college and to law school, and here I have remained ever since. If I have been complimented in the occasional assertion that I have certain Yankee characteristics, it is because I have never sought to resist the influences that this fringe of New England has to offer. Therefore, I return tonight with a deep gratitude to this State in which I have lived and worked and upon which I long ago came to depend as a never-failing source of strength.

We are met to celebrate the founding of the First Congregational Church of Stamford in 1635. Three centuries is, indeed, a tremendous span of time. When this Church was established, the first Romanoff had just mounted the throne of Russia. Charles I was King of England. The crown of France had still to be placed upon the brow of Louis XIV. During this historic sweep of time great empires have arisen and fallen; great figures have crossed the stage of life; flaming ideas and vast ambitions have swept the world and, their impetus being exhausted, have become forgotten things. Yet this Church still stands and fulfills its ministering function as it has for generations. From New England, New York, Virginia and other portions of our Eastern seaboard came the initiative, the intelligence and the courage that resulted in the independence of our country. In the midst of the altering aspects of modern life, those who grow fearful or discouraged might

well consider the significant transformations that have occurred on this continent since 1630, and quiet themselves with the calm reflection that change has meant progress; and that our institutions, developed through three centuries of trial and error and exposed to all manner of strains, still endure and are as firm tonight as ever.

I need not remind this audience that the Department of Justice has had intimate experience with many of the difficult questions that have arisen as a consequence of new social and economic conditions. One of the most pressing problems with which the Department has had to deal has been the growth of organized crime in its inter-State aspects. Armed bands of men, in possession of lethal weapons of offense, have availed themselves of all the resources of modern communication and transportation to commit offenses of the most hideous character. Kidnapers and extortionists have invaded our homes and imperilled our families, and our children. Unfortunately there existed an unmistakable gap between State and Federal jurisdiction. In this twilight zone of relative safety crime grew and flourished.

It was not a desire to usurp the functions of State and local authorities, that brought the Federal Government upon the scene. Imperative circumstances required it and led to the introduction in the 73rd Congress of what has been termed the "Twelve Point Program" of the Department of Justice, which resulted in the passage of seventeen important enactments. These Acts, in general, dealt with the menace of an armed underworld crossing and re-crossing State lines in open defiance of the law-enforcement authorities. These laws have greatly strengthened the arm of the Government and have led to distinctly beneficial results.

It is obvious, however, that the problem of crime is not limited to detection, arrest and punishment. It is a social question with manifold ramifications touching almost all the activities and conditions of life. It was chiefly for this reason that I summoned last winter to meet in Washington a Conference on Crime. In all there were about 600 delegates in attendance from all parts of the United States who heard from the lips of practical experts a discussion of crime in all of its various aspects.

The practical recommendations of the Conference elicited widespread public interest and approval.

One of the most important actions taken was that approving of the establishment at Washington, D. C. of a scientific and educational center, permanent in form and structure, to provide national leadership in the broad field of criminal law administration and the treatment of crime and criminals.

Several months ago I appointed an Advisory Committee to aid me in the consideration of this difficult matter. This Committee has labored well and I am deeply grateful for the cooperation thus afforded. The Committee has presented to me, from time to time, various suggestions of great value. Among other things the Committee has approved of the creation of the proposed scientific and educational center within the structure of the Department of Justice. The validity of this recommendation seems obvious.

As a part of this project I have decided to submit to the Congress a request for authority to create in the Department of Justice a Bureau to be known as the Federal Bureau of Crime Prevention. In this new Bureau, it is proposed to concentrate all of the functions connected with the proposed

scientific and educational center not heretofore allocated or hereafter to be allocated to the other two Bureaus of the Department which already exist, to wit, the Federal Bureau of Investigation and the Federal Bureau of Prisons. These three Bureaus, working in harmonious cooperation and under the direct supervision of the Attorney General, are, I believe, best adapted for the working out of the desired objectives, without interrupting or interfering with present activities.

Under the new Bureau will be placed matters which have to do with the cause and prevention of crime. It will conduct research of the most practical character in pertinent fields of criminological activity.

It will offer a means for maintaining the closest possible contact with organizations interested in law enforcement, and with groups of citizens in the various States who need assistance and encouragement in reorganizing and improving law enforcement agencies in their own jurisdictions.

It will provide collaboration with schools, colleges, and universities, engaged in educational work in this field. At the present time, educational work, both for the training of personnel and for the information of the people generally, is scattered and unsatisfactory. There is no educational institution, at the present time, in the whole United States offering an adequate course in which an intelligent citizen desiring to prepare himself for community or State leadership in connection with this problem could do so. As time goes on, it is hoped that we may be able to establish such collaboration between the Department of Justice and schools, colleges, and universities throughout the country, as will make possible the acquiring of such an education.

Moreover, there will be provided a clearing house for information concerning improved methods in use in the various States, as well as concerning the work of national organizations and private agencies in this field. It will collaborate in State and local crime conferences, and other crime prevention and law enforcement meetings in which Federal participation is requested. It will attempt to develop and sustain public interest in revising law enforcement methods and procedure.

One of the most important services that this Bureau can render I have left to the last. I have decided that this Bureau, working in collaboration with the Criminal Division of the Department, shall offer means for the instruction and training of United States Attorneys, United States Marshals and United States Commissioners. The importance of such training cannot be overestimated. Such officials, scores of whom enter upon public office for the first time, will be afforded a wider background of knowledge and a clearer perspective, not alone with respect to their immediate duties, but in the whole field of crime prevention, detection and apprehension, and penal treatment.

In general, the first unit in our structure will concern itself primarily with conditions that precede the perpetration of a crime. The second unit, the Federal Bureau of Investigation, and the third unit, the Federal Bureau of Prisons, will concern themselves with conditions which exist subsequent to the perpetration of a crime, the former with detection and apprehension of the criminal, the latter with punishment and rehabilitation after conviction.

With respect to the functions and activities of the Federal Bureau of Investigation, I do not believe that discussion is needed from me tonight. Its recent achievements are too well known to require elaboration. Under the able guidance of its Director, Mr. John Edgar Hoover, there has been in successful operation in the Department an excellent training school for the instruction of Special Agents of the Bureau of Investigation. During the past several months scores of requests have come to us from police officers, from interested citizens and from the International Association of Chiefs of Police that the training facilities of the Federal Bureau of Investigation should be made available to outstanding law enforcement officials throughout the United States. This is a service that I have long felt the Department of Justice should offer to the American people.

It is a source of deep satisfaction to me to state tonight that we are now prepared to open the doors of the Federal Bureau of Investigation to representative police officers who may desire to take the same course of training that is now given to Special Agents of that Bureau. Plant, technical equipment, scientific facilities, lecturers, and instructors will be available for this important work. The sole expense to those who take these courses will be the cost of transportation to and from Washington, and of personal maintenance during the period of instruction. The Department cannot, of course, offer these advantages indiscriminately, but it can and will undertake to supply to experienced police officials instruction in all of the manifold scientific and technical subjects in which Special Agents of the Federal Bureau of Investigation are now trained. In this way we shall both learn and teach. A formal announcement of our detailed plans will be made in the immediate future, and it should be possible to initiate these courses during the coming summer.

The continued and intensive research of the Federal Bureau of Investigation in all fields of criminological activities relating to detection and apprehension will be placed, in ever increasing measure, at the disposition of cooperating agencies.

The third unit in our project is the Federal Bureau of Prisons. Under this Bureau is now placed those activities which deal with problems pertaining to the development of advanced methods in the punishment, treatment and rehabilitation of criminals. Under the experienced direction of Mr. Sanford Bates this Bureau now maintains a training course for Federal prison officials, the facilities of which will be made available under proper conditions to selected State and other officers in this field. Here will be studied the development of scientific information on which to base comprehensive modern methods of parole, probation, and pardon, modern methods of jail and prison construction; modern methods for the classification, segregation and treatment of criminals; the effects of various forms of punishment, advanced penological technique in prisons, jails, and work camps, and a host of similar matters.

There are numerous varieties of places of detention under the jurisdiction of the Federal Bureau of Prisons, from camps, reformatories such as Chillicothe and Alderson, and what are known as semi-secure institutions to such a place as Alcatraz. It is our earnest desire to maintain a constantly improving prison system which will not alone serve our own needs and meet our own purposes, but which will also indicate to those in other jurisdictions what can be accomplished in this field. Our prisoners range from the most tractable individuals who give real promise of rehabilitation to the most difficult and almost hopeless recidivists. In their classification, treatment, and segregation, under the careful direction of the Federal Bureau of Prisons,

I believe, valuable lessons have been learned which should be offered to penological experts in charge of non-Federal institutions according to some permanent arrangement that will also be of service to us in the discussion of our mutual problems.

While each of these three Bureaus will have its own well defined function it is not our intention that they should operate in water-tight compartments. Each should be informed as to the problems, the difficulties and the objectives of the other two. Indeed, no permanent progress can be made in the improvement of criminal law administration in general unless all of those engaged in this work conceive of themselves and their duties as part of a great social enterprise. The more that the prosecutor knows about prevention, detection and penal treatment, the better prosecutor he will be. The apprehending officers should see themselves as part of a great process that has for its end the protection of society. Prison officials should understand the difficulties that have been surmounted before the convicted criminal is delivered into their charge. Through the growth and exchange of such information law enforcement can be integrated as it has never been in the past.

When this structure is completed, it will be apparent that the Department of Justice has a well-rounded program, as well as balanced facilities, to deal with all aspects of the crime problem. It would require no particular inventiveness to erect some great, imposing, and expensive facade of new functions to deal with these perplexing problems, but I prefer to initiate the work on the basis of our previous experience, to permit it to develop as need arises and as there is assurance that we are proceeding in the right direction.

Of course I have no thought that in the Department of Justice alone resides the wisdom and experience to deal with the problem of crime. Thousands of police officers, of prison, parole and probation officials and of public-

spirited citizens engaged in sociological activities, are making invaluable contributions to the common objective. One of the major factors in such recent success as has been achieved has been the increasing cooperation among Federal, State, and local agencies. The future requires even closer coordination and even more complete give-and-take in all of our activities. For this reason I shall not rest content with the training and educational facilities that the new structure itself can provide. I shall not hesitate to go outside and invite the help of experts in different fields and from different jurisdictions to advise with us and to assist in our work.

What is needed now, as recent experience has shown us, is some central organization to give leadership, coherence, training and practical aid in crime prevention and in the improvement of criminal law administration. In the three-fold organization which I have described I hope to find the agencies through which to reach the desired ends. It is a difficult undertaking. We must be under no illusions as to the nature and seriousness of our problem. Crime is not a passing phase. It spreads and grows as the complications of a complex civilization multiply about us. It is a challenge to our intelligence, to our capacity for self-discipline and to our social control. During the decades past we have made substantial progress, despite tremendous obstacles. Now, as the problem becomes clearer, we are beginning to realize its implications. The genius of our people has never failed to provide effective methods as new and more harassing difficulties have confronted us. In behalf of this great cause I solicit your interest, and I trust that it will commend itself to your active support.