



# FBI

# *Law Enforcement*

## BULLETIN

Vol. 31, No. 8

August 1962



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

# FBI

## Law Enforcement

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## *Message from the Director*

TO ALL LAW ENFORCEMENT OFFICIALS:

THE MASSIVE AVALANCHE of crime sweeping our Nation today is a shocking disgrace and a broad indictment of the American people. The recently released Uniform Crime Reports reveal some 1,926,090 serious crimes were committed in 1961, topping the all-time high record of the previous year by 3 percent. During the past 5 years, crime has outstripped the growth of population 5 to 1.

Youthful criminality, long a foreboding facet in the crime picture, continued to rise. Arrests of young people under 18 years of age were up 4 percent above the 1960 total. This age group represented 43 percent of all arrests for the more serious offenses of murder, forcible rape, robbery, aggravated assault, burglary, larceny, and automobile theft.

As could be expected with a spiraling crime rate, the role of the law enforcement officer has become increasingly hazardous. Of the 71 officers who met violent deaths during the course of their duties last year, 37 were killed by vicious criminals. Twelve of the killers were 21 years of age or younger.

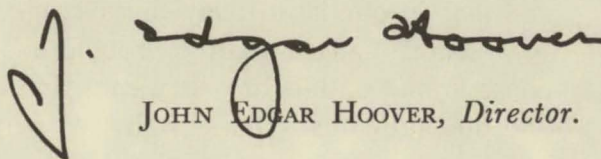
Viewed realistically, this problem boils down to the simple fact that in our land today the average man, woman, and child is in greater danger than ever before of becoming a victim of this criminal onslaught. It means that day or night, at work or play, the individual's basic rights of personal security and pursuit of happiness are steadily diminishing.

Certainly, there is no one remedial answer to the problem. The causes and factors of crime are far too varied and complex. However, we shall see no abatement in widespread lawlessness as long as there is wholesale disrespect for law and order in our Nation. Indulgence and materialistic selfishness are eroding the tried and true American traditions of honesty, integrity, and fair play.

Progress in overcoming any social problem—and crime is among the most urgent we face—can be effected only in proportion to awakened and well-informed public opinion. Statistics conscientiously collected by law enforcement officials across the country and compiled by the FBI give an up-to-date, comprehensive account of the economic and human waste directly attributable to criminal activities. The Nation's news media have performed superior public service in factually reporting the current shocking crime picture to the people.

Fully alerted to the staggering toll of crime, community authorities and civic leaders should lead the fight to halt the lawless hordes who prey on society. No amount of rationalization can justly place this responsibility on the shoulders of law enforcement alone.

History has proved that Americans, when faced with hard reality calling for effective action, traditionally rally to the cause. Assuredly, action in the war against crime has never been so sorely needed.

J. Edgar Hoover

JOHN EDGAR HOOVER, *Director.*

AUGUST 1, 1962.



## FEATURE ARTICLE

# Postal Inspectors Wage Fight Against Violations of Mail

by HENRY B. MONTAGUE, *Chief Postal Inspector,  
Post Office Department*

The Postal Service, which so many of our citizens take for granted today, is truly one of mankind's greatest accomplishments and most beneficial creations. It serves the universal need of every business concern, Government agency, and citizen for an efficient, speedy, and trustworthy interchange of communications, valuable property, moneys, and jewels. Even the security of the Nation itself often depends upon communications carried securely and with certainty by mail. Actually, the Postal Service is the lifeblood of our community and the backbone of our economy. It is unquestionably the greatest communications system and has played and is playing a significant role in the expansion of the Nation.

The U.S. Postal Service is the largest service establishment in the world. There are nearly 600,000 employees in 45,000 post offices, stations, and branches processing over 177 million pieces of mail each day, and handling about 20 billion dollars annually.

### Inspection Service

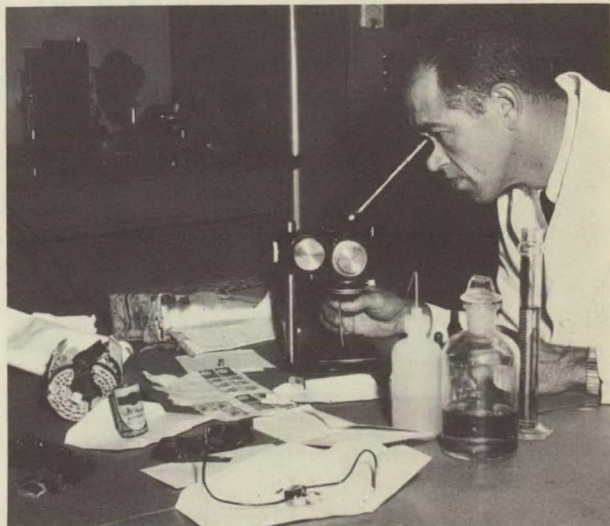
The Postal Inspection Service, the Government's oldest law enforcement organization, has the unique mission of investigating all violations or alleged violations of postal laws, and is responsible for maintaining the integrity and security of the U.S. mail. Under the Postmaster General's power of delegation, the Inspection Service is charged with operating the personnel and physical security program; acting as liaison for the Post Office Department with the military departments; serving as the defense coordination facility; and keeping the Postmaster General informed on the conditions, needs, and future requirements of the Postal Service. In carrying out these responsibilities the Inspection Service historically has conducted periodic internal and other audits and inspections of all postal installations.

The activities of the Postal Inspection Service are under my direct supervision as Chief Postal

Inspector. From my Washington office the common pursuits of the 15 Inspectors in Charge are coordinated. Each Inspector in Charge is responsible for a field division. Field postal inspectors, operating from one of the 400 domicile offices, submit narrative reports with recommendations through the Inspector in Charge to the Central Office. This organizational arrangement assures a direct line of communication from the territory postal inspector to Postmaster General J. Edward Day.

### Employees on Roll

At the beginning of fiscal year 1962, there were 1,638 employees on the rolls of the Inspection Service. Of this total, 977 are postal inspectors and 103 are internal auditors; the remainder consists of scientific and technical specialists, evaluators, stenographers, and clerical personnel. In view of the highly diversified duties of the Inspection Service, every person employed, from



*Postal Inspection Service microanalyst chemist examining, through a high-powered stereoptic microscope, contents of a bomb parcel sent through the mail.*



clerk through inspector, is carefully selected, meticulously investigated, and thoroughly trained.

All newly appointed inspectors participate in a formal, intensive training program. Because of the relatively small number of inspectors, as compared with the geographical area served, and the scope of audit inspection and investigative responsibility of the Service, it is essential to maintain versatility in the force. While some phases of the work, such as internal audit and segments of criminal investigations programs, lend themselves to specialization of effort, it has been found essential to provide well-rounded training to all inspectors. The inspector remains in a training status for a minimum of 3 years or until he proves his ability to handle proficiently all classes of assignments. After that he is given periodic training to maintain peak efficiency, and special courses are held in specialized fields as the needs of the Service require.

### ***Inspections Conducted***

Consistent with the responsibility for keeping the Postmaster General advised as to the condition and needs of the Service, the Inspection Service conducts annual audit inspections of all post offices as well as periodic inspection of other postal installations. The primary objectives of these inspections, which last year totaled 50,594, are to determine that all revenue due the Government is being collected and accounted for, that mail is being handled promptly and is adequately protected, and that management regulations are being followed. This function has particular significance because of the Department's decentralized operations. Comprehensive reports are provided for the information and consideration of management at all levels.

### ***Financial Investigations***

Closely allied to the audit inspection program are the financial investigations. Within this category, extensive attention is given to protection of revenues, such as the collection of proper amounts for the mailing of newspaper or other similar mail matter on which postage stamps are not affixed. One such case investigated involved a large New York direct-mail advertising firm which defrauded the Government of over \$267,000. Following the investigation, the company declared bankruptcy, its officers were indicted, and \$50,000

in partial restitution was obtained. During the last fiscal year, postal inspectors recovered a total of over \$955,000 incident to 6,642 financial investigations.

### ***Accidents Investigated***

The Inspection Service also conducts investigations in all accidents occurring in the course of the operations of the Postal Service, where personal injury to private individuals is involved or where damage to private property exceeds \$500. The facts and evidence developed in these investigations are essential to the settlement of administrative claims by the Department and in the defense of suits against the Government under the Federal tort claims procedures. In 377 such suits settled during fiscal year 1961, plaintiffs filed aggregate claims in the amount of \$12,416,000; however, these suits were settled through awards of \$1,410,000, a reduction of over \$11 million from the original amounts claimed. The results of investigations by specially trained inspectors were an important factor in effecting these reductions.

### ***Criminal Investigations***

In fiscal 1961 the Inspection Service initiated 86,732 criminal investigations. It is significant and a matter of real concern that this reflects a 49-percent increase over the number of cases involving postal crimes investigated 10 years ago. Almost 50 percent of the postal inspector manpower was directed toward the investigation of violations or alleged violations against postal laws. This enabled inspectors to conclude 73 percent of the criminal cases developed last year even though some required months of tedious work to develop and complete all prosecutive actions. For example, the trial in one Maryland fraud case lasted 18 weeks and was publicized as the longest trial on record in a Federal court in the State of Maryland. In addition, 9,860 arrests were effected by inspectors last year, and a total of 8,794 convictions was attained.

### ***Mail Thefts Increasing***

The theft of mail from private mail receptacles continues to be one of the most serious and rapidly increasing offenses investigated by postal inspectors. An average of 12 offenders were arrested each day for this crime during the last fiscal year.



This new peak figure has almost tripled during the past 15 years. The number of State, county, and commercial checks mailed to postal patrons is constantly increasing. The Treasury Department estimates that this year some 452 million Treasury checks will be mailed to the public.

The mailbox has come to represent such a tempting target that groups of professional house letterbox thieves have tended to evolve. One unusual case involved 35 family members and friends who traveled between Oklahoma and California stealing and cashing checks en route. Many were forged by children whom the parents had excused from school. One 13-year-old girl possessed a photographic memory and after seeing a signature once was able to reproduce it so accurately that our experts had difficulty in detecting it as a for-

gery. This family was responsible for passing 400 checks, totaling \$10,000, stolen from the mail. Many cases of this nature, involving U.S. Treasury checks, are investigated jointly by postal inspectors and Secret Service agents which proves to be mutually beneficial and obviates any duplication of investigative efforts.

### ***Burglaries and Holdups***

Burglaries of post offices occur at a rate of approximately 100 per month. Of primary concern to inspectors is the theft of blank money orders which are subsequently passed on forged endorsements. In one recent case, a ring of burglars passed some 250 money orders obtaining in excess of \$25,000 in Central America, Mexico, the United



*Postmaster General J. Edward Day (seated) and Chief Postal Inspector Henry B. Montague.*



States, and Canada, before they were apprehended. Although the number of holdups in proportion to the number of postal facilities is relatively small, each is considered very serious and is given immediate attention, since the lives of postal employees and patrons are endangered.

### ***Mail Fraud Activities***

The mail fraud statutes, 18 U.S.C., Sec. 1341 and 39 U.S.C., Sec. 4005, impose a duty upon the Postmaster General to prevent the postal establishment from being used in the perpetration of schemes to defraud the public. Although all postal inspectors are trained to handle mail fraud cases, the more complex and time-consuming investigations are assigned to specialists. Among the more persistent mail fraud schemes encountered by this group are fake charities, mail order savings and loan associations, insurance rackets, home repair schemes, real estate promotions, advance fee rackets, vending and knitting machine swindles, work-at-home schemes of various types, and medical cure-alls.

The activities of the specialized fraud inspectors are coordinated in the national headquarters to impede the movements of the swindlers who attempt to evade the law by changing their location and names. In addition, plans for prosecution are carefully coordinated with the Criminal Division of the Department of Justice and the U.S. Attorneys throughout the Nation.

A relatively recent innovation in the Inspection Service's fraud program involves a cooperative agreement with the Federal Communications Commission (FCC) and the Department of Justice. The agreement is aimed at the fraudulent enterprises which direct their efforts to the American public over radio stations located in Mexico. Under the agreement, the FCC monitors the broadcasts and furnishes the tapes to postal inspectors who investigate to determine whether the mail fraud statutes were violated. Mail fraud indictments have been returned against the promoters of two such enterprises and others are expected.

Many of the fraud cases handled by inspectors have international implications, and close cooperation is maintained with the Departments of State and Commerce to avoid any unfavorable effects such fraudulent activities could have on legitimate trade relations between the United States and foreign countries. In one recent case,

land offered for sale in Brazil as retirement property was actually located in a jungle completely unsuitable for habitation by civilized people. Prompt attention by postal inspectors resulted in the discontinuance of the operation and all moneys obtained were refunded to the victims. If the operation had succeeded, a potential loss of \$35 million could have been sustained by the public.

### ***Other Entanglements***

Like all law enforcement officers, inspectors continually encounter situations which are cause for personal concern. Postal inspectors found themselves face to face with "The Durango Kid" and his two matching six-guns when they initially interviewed Ronald Echols in Tombstone, Ariz., in connection with a mail fraud case. Echols, who liked to emulate the infamous character, was later convicted and sentenced for advertising and accepting remittances for firearms which he did not possess.

This fiscal year through December 8, 1961, the public has lodged 36,000 complaints indicating possible fraudulent use of the mails. Investigations by postal inspectors during this same period resulted in the suppression of 1,072 fraudulent promotions in which nearly \$24 million was filched from the public. While it is not a function of the Service to effect financial settlements in such cases, restitutions in the amount of \$1,094,806 have been made.

### ***Unmailable Matter***

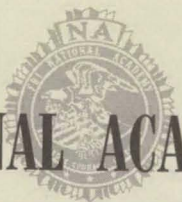
The Inspection Service investigates the mailing of all material classified as unmailable, including obscene, scurrilous, and defamatory matter; bombs; poisons; firearms capable of being concealed on the person; narcotics; and extortion letters which threaten to injure the reputation or accuse any person of a crime.

Under Postmaster General Day's direction, the Inspection Service is engaged in the toughest possible crackdown on those who use the mail to traffic in pornography. Complaints continue to be received from parents and other citizens whose homes are invaded by the smut peddlers. The Attorney General pledged the full support of the Department of Justice when he was informed that the intensified activity would result in additional

*(Continued on page 18)*



# FBI NATIONAL ACADEMY



## ***National Academy Graduates 80 Men in the 69th Session***

Graduation exercises were held on Wednesday, June 6, 1962, in the Departmental Auditorium, Washington, D.C., for the 69th class of law enforcement officers to attend the FBI National Academy.

The 80 law enforcement officers in the class represented 35 States, the Republic of the Philippines, and the District of Columbia. The addition of these specially selected officers to the ranks of Academy graduates brought the total number of alumni to 4,173. Among the officers in the class were 7 from State Police Agencies, 1 sheriff, 10 chiefs of police, and 1 representative of the United States Army. The class roster will be found at the end of this article.

Lt. William N. Stahr, of the Berkeley, Calif., Police Department, was awarded the John Edgar Hoover Medal for Excellence in the Study of Law Enforcement. This distinction in recognition of the highest scholastic standing achieved by a mem-

ber of a graduating class was first awarded at the 68th session on November 8, 1961.

On their return to their respective departments, the members of the 69th graduating class will impart to their brother officers the knowledge they acquired in police administration, criminal investigations, scientific crime detection, and teaching techniques during the vigorous 12-week session at the Academy. Diplomas were presented by Deputy Attorney General Nicholas deB. Katzenbach.

The graduating class and their guests were honored with addresses by the Honorable Charles L. Bacon, National Commander of the American Legion, and President-elect, American Bar Association, the Honorable Sylvester C. Smith, Jr. Distinguished guests introduced by Director J. Edgar Hoover were Chief Frank A. Sweeney, Jenkintown, Pa., President of the International Association of Chiefs of Police, and Mr. W. C. Miller, retired Warden of State Penitentiary at Rawlins, Wyo. Mr. Miller is an alumnus of the 6th session of the FBI Academy.

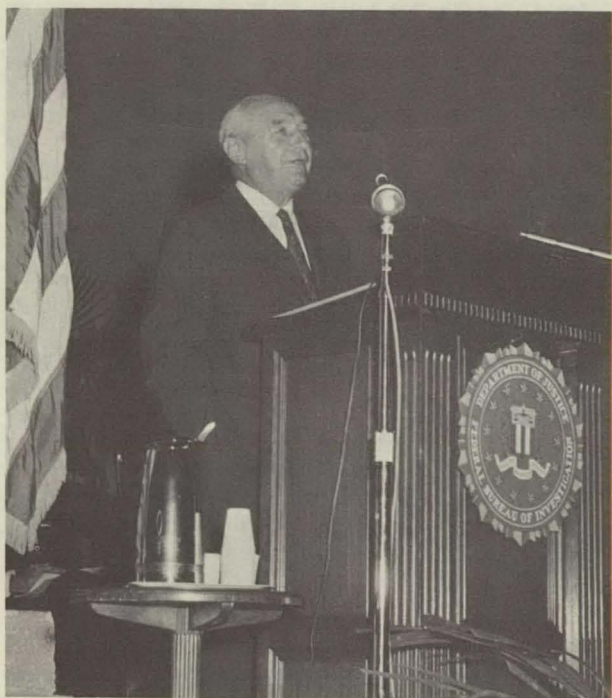
Dr. O. Ammon Bartley of the Colesville Methodist Church, Silver Spring, Md., gave the invocation and benediction for the exercises which also featured a program by the United States Marine Band, conducted by Capt. James B. King.

Deputy Insp. Michael J. Codd, New York City Police Department, and president of the graduating class, spoke on behalf of his fellow officers in expressing their appreciation to the FBI and to their families and communities for the sacrifices they made to assure their attendance at the session.

Following is the address given by Mr. Smith:

The Federal Bureau of Investigation under the inspiring and devoted leadership of J. Edgar Hoover has served the cause of law enforcement well for more than 38 years. You men, as members of the FBI National Academy, are partners in that cause, and so it is with great pleasure that I come here this morning to offer my personal congratulations as well as the greetings of the American Bar Association to you, the graduates of the National Academy.

Mr. Hoover has said that the National Academy grew out of a dream and a belief—the dream that democratic



*Hon. Sylvester C. Smith, Jr.*





*Hon. Charles L. Bacon.*

government can be administered simply and efficiently—the belief that cooperating law enforcement agencies can reduce and repress crime to a greater degree if all have the advantage of the best techniques and the most modern strategy. As a result of that dream and belief, the first session of the National Academy was called to order on July 29, 1935, and since that historic day more than 4,100 law enforcement officers have been graduated and returned to their departments convinced that brains, science and hard work are the most effective weapons against criminals and other enemies of our society.

As members of the 69th Session of the FBI National Academy, you men are armed with the very latest of criminal investigative techniques. You are also versed in teaching methods and prepared to organize police schools wherein your brother officers will also be taught the latest methods and trends in crime detection and investigative procedures.

And so, you return to your home communities better equipped than when you left in terms of a public service not only as law enforcement officers but teachers as well. Continual training is a necessity in any field. It is just as imperative that you as law enforcement officers keep abreast of the changes in your profession. This is a responsibility that we both share if we are to adequately satisfy our common purpose as protectors of the weak, defenders of the innocent and guardians of the civil rights of all citizens.

One of the great needs in our American way of life, as I see it, is a greater appreciation on the part of the public of the services rendered by dedicated and incorruptible law officers who have chosen law enforcement as a career. Can there be a more satisfying or rewarding service? You know, as I do, however, that there are too few law-abiding citizens who realize that it is the police officer

who gives them the peace of mind and freedom from fear of violence in the protection of their person and their home.

This is the result, in large measure, of an increasing tendency to popularize the lawless—to make the tough guy the hero. There was a time when newspapers played the principal role in dramatizing the exploits of criminals. But newspapers have long since been eased out of this dubious role by television—the most popular and effective communications medium the world has ever known.

As a lawyer, it seems clear to me that a major problem facing law enforcement today is the establishment of some means whereby you can overcome the hazards and hindrances that the modern environment seems determined to put in your way. Your mission is the prevention of crime and the apprehension of criminals and other enemies of our society. Today, however, it seems that many of the influences which tend to promote disorder and unlawful activities flourish at the same time that your efforts to counter this trend meet one road block after another. It is my hope that you as intelligent and dedicated career officers will do your part in helping the people of this country to understand the impact with which the obstacles to effective law enforcement are crashing against law-abiding society. There is certainly nothing you can do to change this situation without the widest possible public support. Public opinion enforces the law. The police take care of the exceptions.

I have no doubt that a good citizen will, if properly approached and informed, actively support a police program aimed at improving the department and its service to the community. This follows, I think, from the fact that most citizens recognize their responsibility to promote the common welfare and realize that one important way to do this is in the support he gives good law enforcement in his community. This support will stem in large part from his understanding of the dangers and risks which the police officer faces today. The citizens of your community must be made to understand that yours is not an easy service but one which may involve your very life. As a result of such understanding, the public will see to it that law enforcement is administered without consideration of politics or political influence; that police educational programs for personnel are implemented; and that salaries and conditions of employment are made attractive enough to gain the consideration of high-quality career applicants for positions as police officers.

Just as the public owes a responsibility to you, however, so do you owe them a corresponding obligation. The respect which the public pays you as a police officer bears a direct relationship to the respect which you pay to their rights. Respect for law and respect for law enforcement officers go together. Where they both exist, one can point to a law-abiding community. Law enforcement should and must be made subject to the will of the people and nobody has stated this theme more effectively than Mr. Hoover who has said on more than one occasion:

“Unlike totalitarian law enforcement, we have no dark corners to hide. Law enforcement—local, State, and national—is constantly subject to the will of the people, exercised through the various executive, legis-



lative and judicial processes. Moreover, its jurisdiction is specifically defined by statute. Our day-to-day activities are under the review of the free press and the citizens of the community. As American patriots as well as law enforcement officers, we would have it no other way."

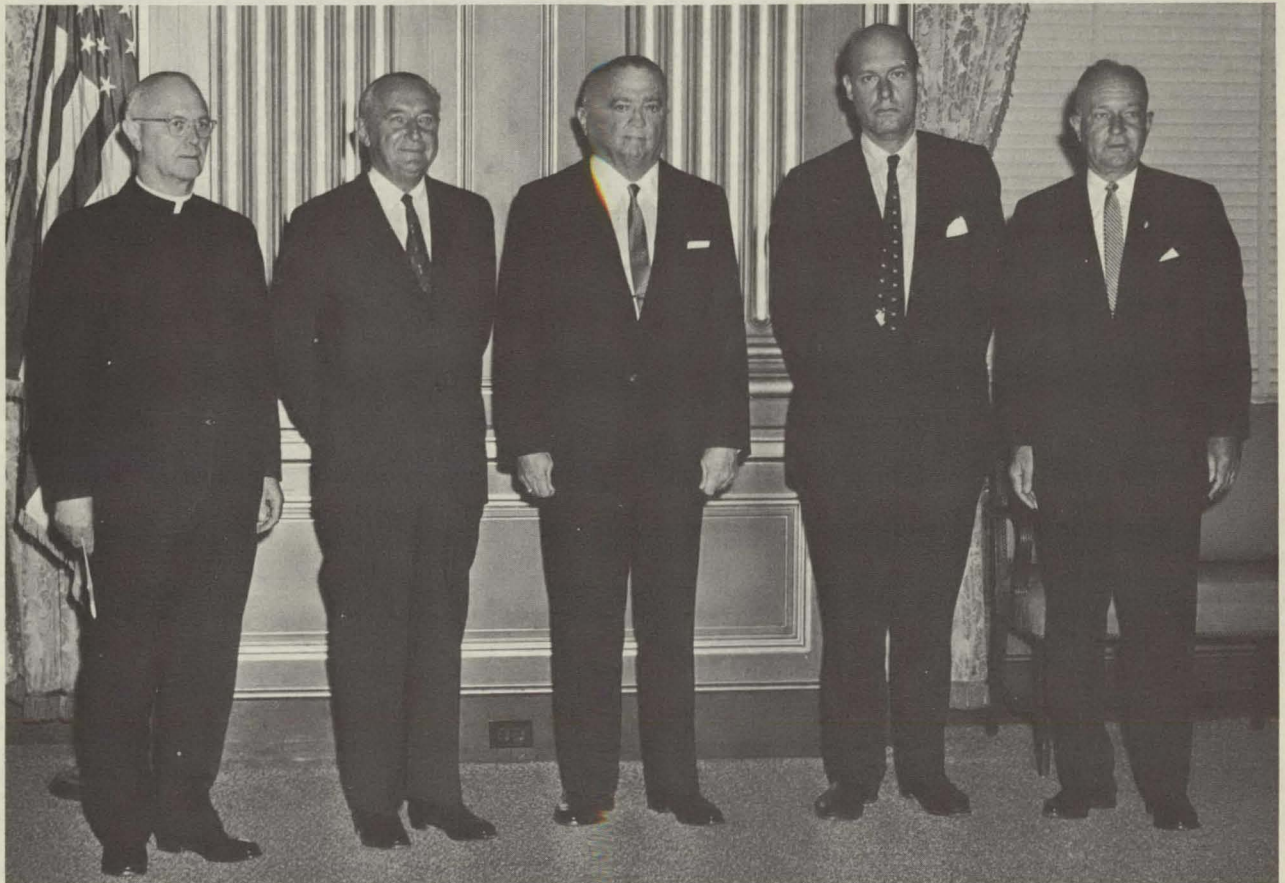
For over 17 years I was a prosecuting attorney in a small New Jersey county during which time I learned, as I stated earlier, that most citizens, if properly approached and informed, will actively support a police program aimed at improving service to the community. No group in any community is more conscious of the merit of such a program than the lawyers and court officers of your community.

When you return to your home communities, you will again renew your relationship with lawyers. The lawyer and the law enforcement officer meet frequently. First there is the prosecuting attorney to whom the law enforcement officer reports his investigative findings. A good prosecuting attorney must appreciate the difficulties that sometimes arise in developing all of the available evidence. The prosecutor's duty is not only to see that the case is prosecuted earnestly but also that the defendant is accorded all of his constitutional rights and

privileges. This anomalous position was stated by Mr. Justice Sutherland of the U.S. Supreme Court in the famous case of *Berger v. United States* in which he said (I quote) :

"The United States Attorney (and this, of course, applies to District Attorneys) is the representative not of an ordinary party to a controversy, but of a sovereignty whose obligation to govern impartially is as compelling as its obligation to govern at all; and whose interest, therefore, in a criminal prosecution is not that it shall win a case, but that justice shall be done. As such, he is in a peculiar and very definite sense the servant of the law, the twofold aim of which is that guilt shall not escape or innocence suffer. He may prosecute with earnestness and vigor—indeed, he should do so. But, while he may strike hard blows, he is not at liberty to strike foul ones. It is as much his duty to refrain from improper methods calculated to produce a wrongful conviction as it is to use every legitimate means to bring about a just one."

You men, as law enforcement officers, must appreciate this phase of the prosecuting attorney's responsibility.



Shown at the auditorium following the ceremonies, from left to right are: Dr. O. Ammon Bartley, Colesville Methodist Church, Silver Spring, Md.; Hon. Sylvester C. Smith, Jr., President-elect of the American Bar Association; FBI Director J. Edgar Hoover; Deputy Attorney General Nicholas deB. Katzenbach; and Hon. Charles L. Bacon, National Commander of the American Legion.



You can assist the prosecutor in fulfilling this responsibility by providing him the expertise which you have acquired here at the FBI Academy—the greatest criminal investigative training ground in the world.

As law enforcement officers, you will also be dealing with the defendant's lawyer. At times this can be most difficult. The defendant's lawyer may attempt on cross examination to abuse and attack both your motives and your methods. It is, therefore, essential that you, in the performance of your duties, be constantly aware of the constitutional rights and privileges of the accused. As the people's witness in a criminal proceeding, you will be rendering a most effective service when you remain calm and simply relate accurately and honestly what you know about the case, taking with a smile any caustic attacks which defense counsel may make against you. It has been my experience that when the defendant's lawyer attacks the police officer in bitter cross examination which carries innuendo he generally has a poor case and no defense.

There is also the relationship with the general practitioner who may not be in the criminal court. Law enforcement officers, may I suggest, should get to know the lawyers in their community. There should be a liaison between the local bar associations and the law enforcement officers, generally. If this is established, I feel certain there will be a greater respect for the law enforcement officer and better law enforcement in the community.

The law enforcement officer must also work with the judges of the several courts. Some judges take a jaundiced view of the methods employed by some law enforcement officers. They seem to believe that law enforcement officers are prone to engage in tactics such as the "third degree" forbidden under the Bill of Rights and the Constitution. They are inclined to believe the defendant's story of bad treatment at the hands of the police. They do not appreciate the improvement in police methods in recent years, much of which is due to the training courses for police officers such as that provided at the FBI Academy. Fortunately, those judges are in the great minority.

Then there is the judge who becomes impatient with the police officer whose testimony reflects inadequate preparation. There should be no occasion for such criticism on the part of the court where you men are concerned, for you have over the past few months been well trained in the proper development of all the evidence through the use of the latest and most highly developed criminal investigative techniques. You will in turn, pass on your knowledge to your brother officers and by so doing will help to achieve the Academy's aim of providing the best possible training to the largest number of police officers.

By far the greater number of judges are sympathetic with law enforcement officers. They have an understanding of the problems which they face. Sometimes this sympathetic understanding can result in a manifestation of prejudice which hurts the defendant at trial, but oftentimes is ground for reversal on appeal. It is important that you, as law enforcement officers, understand that the judge must be wholly impartial. The trial judge must not take sides. It is he, in the final analysis, who must see that the accused receives a fair trial and is protected

in his constitutional rights. Occasionally a police officer mistakes the judge's actions as being opposed somehow to the efforts of the police, but a clearer understanding of the obligations of both the court and the officer will promote better law enforcement.

The problems of law enforcement today are a far cry from what they were not more than a generation or so ago. You and I would agree, I am sure, that while the frontier marshal may have been the answer to effective law enforcement in his day, he would be somewhat inadequate in this day of the organized and oftentimes sophisticated criminal. Law enforcement today is no longer a one-man job.

While it is true that about 90 percent of the crimes committed are within the investigative jurisdiction of local law enforcement, changes in our modes of transportation and communication pose serious problems of detection and apprehension for the local law enforcement officer. The automobile, the airplane, the telephone, radio transmission and other modern inventions have changed our mode of living. These facilities which are used by law-abiding citizens can and often are being used with ingenuity by those whose purpose it is to violate the law.

These developments and refinements in our way of living together with the advantages which they provide the criminal make necessary a cooperative effort not only on the part of the public but on the part of law enforcement agencies at the national, state and local levels as well.

Mr. Hoover has spent a lifetime fighting crime—and fighting it effectively. He has found that the most effective weapon against crime is cooperation—a combining of the efforts of all law enforcement agencies with the support and understanding of the American people. In his view, no police agency is so big or so small that it does not need the assistance of another. Cooperation among the various police agencies—the backbone of effective law enforcement—is a working reality as is evidenced by your presence here today as local police officers and as graduates of the FBI National Academy. The FBI, in pursuing its investigative responsibilities, regularly receives invaluable criminal information which is disseminated on a continuous basis to local, state and Federal agencies. At the same time, these same agencies are providing the FBI with information which will be of assistance to the Bureau in matters within its jurisdiction. This is as it should be and represents the sort of cooperation among law enforcement agencies which makes crime unprofitable. It is through this type of teamwork and mutual cooperation that law enforcement combats the criminal element.

With your help in enlisting the support, assistance and cooperation of the citizens in your community, even greater progress can and will be made against crime and the assault of the criminal against society.

In conclusion, may I suggest to you that in a society such as ours, the success of law enforcement, no less than the success of our legal system, is directly dependent upon the support and respect it receives from the citizens as a whole. It was Chief Justice Hughes who said: "We have in this country but one security. You may think that the constitution is your security—it is nothing but a piece of paper. You may think that the statutes

*(Continued on page 20)*



# SCIENTIFIC AIDS

## Tests Conducted for Desired Data on Car Submersion

by JOSEPH A. CHILDS, Commissioner, Michigan State Police

How long will a passenger car which plunges from a roadway into deep water remain afloat before submerging?

What means are best for possible escape and when?

The answers to these and other perplexing related questions were determined in a series of tests recently conducted on submerged automobiles by the Michigan State Police, the American National Red Cross, and Indiana University. The study was under the direction of Lt. Jack P. Foster and Cpl. William Carter of the Michigan State Police. It helped to establish and clarify the sequence of events which takes place when an automobile is suddenly submerged in water deeper than itself, what passengers can do in an attempt to save themselves from drowning, and how they can be rescued.

While it is, of course, recognized that precautionary measures by the driver are the best answer, nevertheless, such tragedies frequently occur. Submersion accidents claim about 400 lives in this country annually. Therefore, the findings and observations of the study committee should be of utmost interest to law enforcement and the general public.

The two most important preliminary findings were:

1. Passenger cars, undamaged by impact when accidentally plunged into deep water, will float from 4 to 8 minutes before submerging.
2. The best method for occupants to escape or be rescued is through a window while the vehicle is still buoyant.

### Facilities and Equipment

During the submerged automobile tests, the facilities and equipment used and located at the test site formed a veritable encampment. The project was conducted in a water-filled pit at Williamston, Mich., and required 8 days. Two trailers were provided by the Ingham County chapter of the

Red Cross, one serving as sleeping quarters for the researchers and the other utilized by the cameramen for changing film and for storage of camera equipment when not in use. There were two large tents, one serving as a food service tent and the other used by divers for housing their equipment and preparing for diving operations. A large trailer belonging to the State police was used as the office and headquarters during the study. There were also a portable air compressor used by the divers for filling their air tanks and a portable powerplant for supplying power to the welding unit. Electrical devices were provided for the maintenance of all equipment.

The heavy equipment consisted of two car haulways, to place the vehicles into position for



Comr. Joseph A. Childs.





*Car poised on ramp begins its plunge into the river.*

descent into the water and to serve as launching ramps for the vehicles; and one large crane, supplied by the Michigan Highway Department, for placing the vehicles on the ramps and lifting them from the water at the completion of each test. A lifting device designed by the Michigan State Police Maintenance Department was supplied for lifting and placing the automobiles before and after each test drop. An amphibious "duck," a Ford tractor, and a large flatbed trailer completed the heavy equipment used at the test site.

Cameramen and personnel who were assigned to work in the test area used a Red Cross rowboat for traveling from the shore to the amphibious "duck" which was located approximately 35 feet from shore. The "duck" was used during the test runs for placing the equipment used in the collection of the data and was equipped with a tape recorder, a battery and power converter, a megaphone, and a gas meter for measuring air.

### ***Experimental Procedures***

Four different automobiles were used. Two were late-model, low-priced cars, one four-door and one two-door. Another was an older, low-priced, four-door station wagon and the fourth a two-door compact car. All vehicles used in the tests entered the water and descended to the bottom without passengers.

During the tests on these water-submerged vehicles, many angles were studied. Methods of escape and rescue were attempted by SCUBA

divers when the vehicle rested on the bottom in final position. (The water in which the tests were conducted was at a constant depth of 12 feet.) The speed of the vehicle entering the water was measured by the Webberville, Mich., Police radar unit. The speed at which all vehicles entered the water from the low ramp, 18 inches above water level, was held constant at 14 miles per hour, and the speed at which all entered the water from the high ramp, 56 inches above the water, was held constant at 16 miles per hour. A total of 49 tests were conducted.

Each vehicle was tested on its wheels, top, left side, with all windows closed, two front windows opened, and left front window opened. The station wagon had an additional two tests to



*Car approaching water.*

measure the effect of the backdrop being opened or closed during descent. All vehicles entered the water from power other than from the vehicles themselves.

The amount of air retained in the vehicle was measured in cubic feet by the use of a gas meter constructed especially for the tests and checked for accuracy by the Consumer Power Co. of Michigan.

At the completion of each test drop, the divers were interrogated concerning the specific jobs they had been assigned. For the purpose of validity, the nature of the questioning was consistent for each set of runs. An effort was made to develop a pattern of questioning so that the same questions were asked in relation to each vehicle in a specific position for each event tested.

The following findings of the study group represent those resulting from observations on vehicles submerged in water deeper than the vehicle itself. These findings, however, indicate only a small



amount of the information obtained from the vehicle submerging tests. Additional findings will be reported by the group after further analysis. It is important to note that all vehicles were tested in 12 feet of water, were of the passenger variety, had engines mounted in front, contained no passengers, and entered the water from power other than their own.

## Entering on Wheels

Set forth below are 11 observations made during the tests of vehicles entering the water on their wheels:

1. A vehicle with all windows closed will float for a longer period of time than cars with one or more windows open, thus providing a greater chance for escape or rescue.
2. Vehicles with the engine in the front will descend engine first at a steep angle. In water 15 feet or more in depth, it is possible that the vehicle will rest on its top at the end of the descent.
3. Doors cannot be opened until water pressure inside the vehicle is equal to that of the pressure outside. If the vehicle is completely filled, the doors can be opened—assuming there is no structural damage.
4. When the vehicle descends toward the bottom, the passenger compartment of the vehicle fills with water, compressing the air and forcing it into the

6. Windows, unless structurally damaged, can be opened at any time during the descent of the vehicle and in its final resting position on the bottom.
7. When a vehicle submerges in water 12 feet deep, it will come to its final resting position in 10 seconds or less after it disappears below the surface.
8. With one exception, all vehicles tested with their windows opened or closed had their passenger compartment filled with water at approximately the same time the vehicle disappeared below the surface. The exception was the compact car. In this vehicle it was found the air was not forced into the trunk but remained in the rear of the passenger compartment during descent then was repositioned to the top after the vehicle leveled on the bottom.
9. The amount and depth of the air pocket remaining in a vehicle with windows closed at 12 feet will be determined by the condition of the vehicle, the position, and the structural design of the top.
10. It was found that no vehicle under conditions tested descended to the bottom in a horizontal position, but always at an angle with the front end downward.
11. When one-half to three-quarters of the vehicle is under the surface, a suction is created inside the vehicle, caving in the top from 2 to 4 inches. As the vehicle levels off on the bottom, the air which was forced into the trunk is repositioned to the top of the vehicle, thus forcing out the top to its original position. The compact car was the only exception to this, as the top was not forced out to normal position when the air was repositioned.

## Entering on Top or Side

All vehicles tested with all windows closed upon entering the water, either on their left side or top, righted themselves and descended to their final resting position on their wheels.

A vehicle with the windows closed, entering the water on its top, will remain in a wheel-up position until the water in the car reaches an undetermined height, at which time the vehicle rolls to a wheel-down position. The rolling of the car will occur before the vehicle submerges completely.



*Photographer on the bank records the progress of the plunge.*

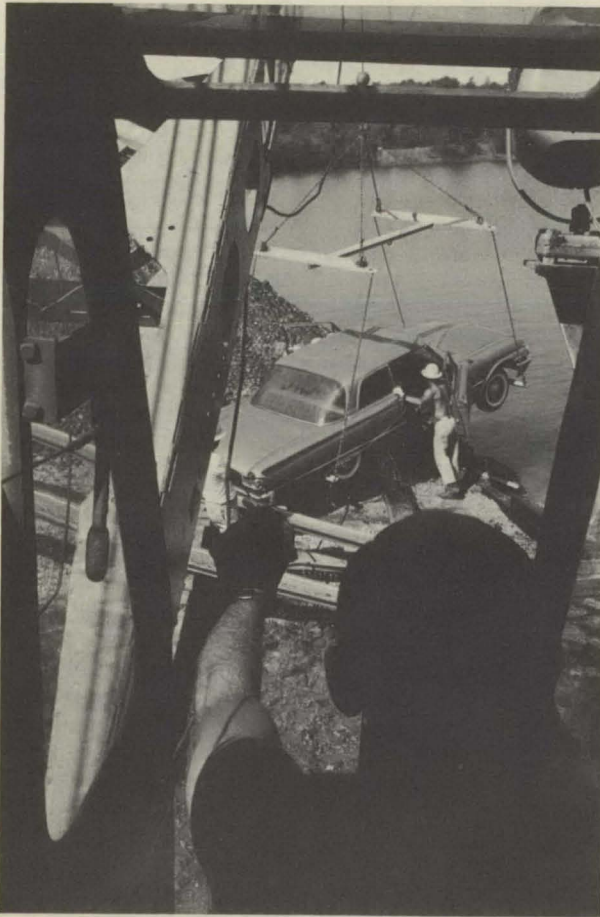
trunk. As the vehicle levels off, the air is repositioned to top of vehicle forming an air pocket. The opening of the doors and windows, when the vehicle has reached its final resting position, does not affect the size of the air pocket if remaining air is above window and door level and rear window is intact.

5. It was found that all vehicles entering the water on their wheels at speeds of 14 and 16 miles an hour remained afloat for varying times. The tighter the car, the longer it remained afloat.



*Car will float 4 to 8 minutes before submerging.*





*Heavy crane recovers car from the water.*

ly below the surface. A car entering the water on its top with both windows open will probably remain in a wheel-up position as it submerges below the surface and will probably be found in a wheel-up position on the bottom.

On all vehicles tested which descended to the bottom on their tops, it was found that no appreciable amount of breathable air remained trapped in the floor of the passenger compartment.

### ***Escaping From Submersion***

It was determined that the use of a safety belt will increase the chances a person has to survive the initial impact in the water. If a vehicle is floating on the surface with the wheels down, the best escape outlet is through the open windows before water reaches window level. However, if the vehicle sinks too rapidly for the occupant to escape while it is on the surface, it is advisable that he place himself in the rear of the passenger compartment so as to be able to breathe the trapped

air while he plans his escape. This may be accomplished by opening the nearest window, opening the door (provided the water pressure inside is equal to the pressure outside), or attempting to push out the rear windows. Rear windows are usually made of tempered glass which can be broken under water by using a heavy object such as a hammer or a center punch. Because of its nature, the glass will disintegrate when its surface is pierced.

Occupants should be aware that water rushing into the vehicle through an open window at the moment the window disappears from the surface makes escape through that window extremely difficult at this time. It would be better to wait until the water in the vehicle is above the level of the window.

### ***Rescue From Submerged Car***

If the vehicle is floating on the surface with all of the windows closed, the best way to get into the passenger compartment is through the window, as it will probably offer the best opportunity. A heavy pointed object can be used to break the tempered glass.

Rescuers attempting to enter a vehicle through open windows should be aware of the hazard created by the force of the water through the window, as the car is filling at the time the window disappears below the surface. If the car is completely filled, the doors can be opened—provided they are structurally sound. Doors open with ease on the bottom after the vehicle is flooded.

When rescuing a person from a station wagon with its windows closed, the rescuer should, if possible, attempt to open the tailgate. Persons trapped inside would probably have a better chance to escape if the tailgate could be opened manually from the inside.

### ***Results of Tests***

The windshields of all vehicles used in the tests shattered upon impact when plunging into the water from the high ramp. What effects additional speed and height would have on the vehicle upon impact were not measured. The information obtained through this research provides evidence that the need for further research in this area does exist and should be conducted in the following areas:

*(Continued on page 17)*



# SCIENTIFIC AIDS

## FBI Cryptanalysts Decipher "Bookie" Codes and Ciphers

(This is the second part of a three-part article on Codes and Ciphers.)

In a previous issue of the Law Enforcement Bulletin, artifices resorted to by some "bookies" to cryptographically conceal their betting operations were discussed. One such system was described involving a combination of phonetic substitutions in a non-English language with certain arbitrary coding equivalents and procedures. Another example of "bookie" ciphers is presented in this issue which again reflects use of foreign-language elements, in this case Greek letters, but entirely in a cryptographic sense rather than linguistic.

(Names are fictitious.)

One December day, police officers in a large eastern city raided a suite occupied by Gus B. Gantos, suspected of being a horse "bookie." As a result of this raid, police officers obtained current racing forms, racing magazines, sports editions of newspapers, also a considerable number of cross-section sheets and a pocket notebook containing peculiar handwritten symbols somewhat resembling letters of the Greek alphabet.

The significance of these sheets of peculiar symbols was not immediately apparent and, when questioned about them by the police authorities, Gantos said he was a student of the classic languages, that he was not a "bookie," but was attempting to work out a kind of system for "beating the horses."

### Complicated Symbols Used

Actually, Gantos had made it known to other persons, who in turn notified police authorities, that law enforcement agencies were incapable of deciphering his code and until they did he was going to continue to book horses.

In order to prosecute this case successfully, it was necessary for the police officers to establish and prove by evidence that material confiscated in the raid on Gantos' apartment was "apparatus

for the registering of bets on the speed of a beast, to wit, a horse." But the significance of the many pages of scrambled Greek symbols remained unknown, so at this point the material was referred to the FBI Laboratory for help.

Codes and ciphers are of varying complexities. This one proved to be troublesome because, on the one hand, it was soon apparent that more than one symbol was used interchangeably to represent an identical plain-text meaning, and, in addition, the cipher entries were so highly abbreviated that considerable interpretation was necessary even after many plain-text meanings had been fairly well established. However, the FBI Laboratory's cryptanalysis unit provided a complete solution and interpretation in a very few days. It was determined that Gantos' symbols represented the recording of horserace wagers and also numbers-pool lottery.

### Tracks and Horses

Horses were individually identified by Armstrong's racing-form numbers and tracks by numbers reflecting order of appearance in the racing publication "Armstrong Daily." Amounts and types of wagers followed, with payoffs indicated in encircled symbols.

For example, a line of Gantos' cipher reading:

ω ρ ν μ μ ϕ θ ϕ ϕ

meant that on October 31, 1950, \$1 was wagered to place on horse No. 2, "Picador," running in the fifth race at Laurel, Md. The sum of \$2.20 was won by the bettor. Similarly, a line of cipher reading:

Δ π ϕ π ο ρ ÷ □ ÷

meant that on December 4, 25 cents straight and 25 cents "boxed" were wagered on the number 2403.



*Key*

$\Upsilon = 1$	$\Delta = 12$
$\Phi = 2$	$\div = 25$
$\rho = 3$	$\oplus = 25$
$\pi = 4$	$H = 50$
$\mu = 5$	$O = 50$
$\epsilon = 6$	$\Theta = 1.00$
$\lambda = 7$	$- = \$2 \text{ to win, } \$4 \text{ to place, } \$10 \text{ to show}$
$\alpha = 8$	$) = \text{Parlay}$
$\sigma = 9$	$\overline{\sigma} = \text{Across the Board}$
$\delta = 0$	$BC = \text{All combinations of 2 parlayed (Round Robin)}$
$\omega = 10$	
$\beta = 11$	$X = \text{Numbers Pool}$

### Interpretation

Nov. 21,  
50¢ combinations.

	1 × 13	1	= \$4	\$8.50
	10	4		
ARL (Individual placing wagers).	Daily double at Lincoln Downs; No. 1 and No. 10 in first race with No. 13 and No. 4 in second race, or four different daily double plays.	4 daily double plays at \$1.00 each equals a total play of \$4.00.		No. 1 and No. 4 won daily double paying \$17.00 for a \$2.00 wager. Therefore \$8.50 represents amount won on a \$1 bet on No. 1 and No. 4.
	6th race at Lincoln Downs			
	No. 1	\$ .50	To win	\$2.20. No. 2 won
	No. 2	"	" "	6th race at Lincoln Downs,
	No. 3	"	" "	paying \$8.80,
	No. 5		.50 to place	\$4.20, and \$3.00,
	No. 6		.50 " "	on \$2.00 mutuals.
	No. 4		" "	Therefore, on a
				50 cent win bet,
				total payoff is
				8.80 = \$2.20.
				4
\$7.00 (total amount wagered by ARL).				

Typical portions of the decryption and interpretation of Gantos' cipher material follows:

*Horse race wagers*

$\beta$	$\phi$	$r$	$\phi$
$\alpha$	$r$	$\lambda$	
$Y$	$\times$	$\frac{Y\phi}{\pi}$	$r \rightarrow \pi$
$W$			$(\alpha H)$
$\epsilon Y$			
$\phi$		$0$	$(\phi \phi)$
$\rho$		$0$	
$\mu$			
$\epsilon$		$0$	
$\pi$		$0$	
$\mu \rightarrow \alpha$	$Y$	$\times$	$\phi$

## Decryption

11.21.50<sup>c</sup>

ARL	1	x 13	1 = 4	(8. 50)
	10	4		
	61		.50	
	2		.50	(2. 20)
	3		.50	
	5		.50	
	6		.50	
(7)	4		.50	
MTA	1 and 1	2		

ROB	2403	25	25
	269	50	
	0875	10	
	087	10	
	325	10	
	143	10	
	986	10	15.33
	659	10	—6.85
	658	10	
1.9			8.48

## Decryption

ROB	2403	25	25
	269	50	
	0875	10	
	087	10	
	325	10	
	143	10	
	986	10	15.33
	659	10	—6.85
	658	10	
1.9			8.48

### Numbers Pool Lottery

$\rho \circ \beta$

$\phi \pi \circ \rho$	$\div$	$\boxed{=}$
$\phi \in \sigma$	$H$	
$\circ \alpha \lambda M$	$w$	
$\circ \alpha \lambda$	$w$	$\times \phi$
$\rho \phi M$	$w$	
$\gamma \pi \rho$	$w$	
$\sigma \alpha \epsilon$	$w$	
$\epsilon M \sigma$	$w$	
$\epsilon M \alpha$	$w$	

$\gamma M \cdot \rho \rho$   
 $= \epsilon \cdot \sigma M$   
 $\gamma \pi \alpha$

Gantos used a similar code in other operations. See below.



### Interpretation

	Numbers played	Individual amounts wagered	
ROB (individual placing wagers).	2403	.25	on the nose, 25 cents boxed.
	269	.50	
	0875	.10	) x 2 (wagers played twice)
	087	.10	
	325	.10	
	143	.10	
	986	.10	
	659	.10	15.33 calculations in
	658	.10	-6.85 cipher apparently involving profits.
			<hr/>
\$1.90, total amount wagered.		8.48	

A Special Agent cryptanalyst from the FBI Laboratory testified as an expert witness in this case, explaining the meanings of the cipher symbols. Gantos was found guilty on two counts involving registering bets on the speed of a beast and setting up and promoting a lottery.

(To be concluded in the next issue)



### THERE JUST WASN'T ROOM FOR THE FRANKFURTERS

A call to the sheriff's office from a grocery store in a southwestern city soon brought officers to the scene. A woman was being detained on suspicion of shoplifting when store officials observed some frankfurters hanging out of the sleeve of her dress.

Taken into custody and searched by a female deputy, it was discovered that the woman had the following articles tucked into the bosom of her dress:

- Two 1-pound packages of frankfurters;
- Two packages of cold cuts;
- Two large jars of vaseline;
- Eight blouses;
- Seven pairs of children's shorts;
- Two tubes of denture adhesive cream;
- One can of spray deodorant;
- One large bottle of headache tablets;
- One can of shave cream;
- One large spool of white thread;
- Two bottles of cologne; and
- One deodorant stick.

The total value of the articles amounted to \$36.95. She had also purchased some \$13 worth of groceries. She was charged with grand larceny.

OKLA. CRIMDEL 63-4296-35-476  
AUGUST 1962

## Bogus Money Ring Exposed by Bank Clerk

Secret Service agents on the west coast recently broke up a counterfeiting ring with the arrest of four men and the seizure of nearly half a million dollars in bogus \$20 bills.

Of this sum, \$195,000 was found in a bus terminal where it had been sent by express with the notice "Will call." Another \$220,000, made up into a 44-pound package, was confiscated at an airport.

Two of the men had operated a now-defunct fallout shelter firm, and when business fell off, they decided to enter the counterfeiting game. Bogus bills were circulated up and down the west coast and into the Midwest.

Exposure of the ring came about when one of the men attempted to pass one of his phony bills to an alert bank clerk. Agents found \$4,800 of the phony money in the man's suitcase. Secret Service officials said that this gang manufactured a fairly deceptive product with but one noticeable exception: All of the bills had the same serial number!

SF Crimdel dtd. 1-26-62

Bufile 63-4296-47★

### AUTOMOBILE SEAT BELTS

The installation of seat belts in the front seats of automobiles, starting with the current 1962 models, is required by law in the State of Wisconsin.

NEBRASKA MUNICIPAL REVIEW FEB 1962  
★

### Car Submersion

(Continued from page 14)

1. To measure the force of impact when a vehicle enters the water at different speeds and from various heights.
2. To measure the amount of water pressure within the vehicle during descent, and the effect of this pressure upon passengers.
3. To obtain information concerning the use and non-use of safety belts by passengers upon impact and descent into a body of water.
4. To make a complete study of glass relative to the effect of the force of impact on windshields, side windows, and rear windows as the vehicle enters the water and descends to the bottom. Also, information should be obtained regarding the ease of breaking specific types of glass under water for the purpose of developing possible escape and rescue techniques.



## Postal Inspectors

*(Continued from page 6)*

cases for the U.S. attorneys. To implement the new program, a selected group of inspectors stationed throughout the country was designated to specialize in obscenity investigations. These inspectors were given comprehensive training in this type of investigation.

Facilitated by the new program, inspectors have been uncovering national and international rings of people engaged in obscene and homosexual activity. One case recently completed relates to the activities of a club which began in 1961. Of the 52 persons who were indicted for violation of

the postal obscenity and conspiracy statutes, 49 were convicted, 1 died, 1 indictment was dismissed because of ill health of the offender, and a verdict of not guilty was directed in the case of another defendant because a principal witness was unable to appear. The membership consisted in part of college professors, teachers (in both high schools and grade schools), students, professional and business executives, members of the Armed Forces, office workers, and a few Government employees. The "club" acted as a clearinghouse for men interested in pen-pal activities of a homosexual nature, and mail matter recovered was as lewd as any seized in the long history of the Inspection Service.



*Part of the 15 tons of pornographic material seized by postal inspectors in raids against three New York obscenity dealers. Estimated retail value of the material, \$1 million. A mailing list containing 100,000 names was also confiscated.*



Closely paralleling pornography as a threat to the morals of our youth is the illegal traffic in narcotics. Within recent months, postal inspectors cooperating with customs agents helped to break a dope smuggling ring which had been flooding an American city with shipments from Panama. Coincident with the arrests of four men and women, \$150,000 worth of marijuana was confiscated.

### **Identification Laboratories**

In close technical support of field investigations are the Inspection Service identification laboratories. There are four such laboratories, each one serving postal inspectors in a specified geographical area—one at Headquarters itself, the others at Chicago, Cincinnati, and San Francisco. Competent scientific analyses of criminal evidence and related expert court testimony are available to postal inspectors within 24 hours or less. During the last fiscal year, over 109,000 exhibits were examined by the laboratories which resulted in the positive identification of 845 individual offenders. In addition, these laboratories extend expert technical assistance to 42 other agencies which do not have their own facilities.

### **Cooperation**

Cooperation is a point that cannot be overstressed in good law enforcement, and it is foremost in the minds of postal inspectors. In June 1960, representatives of a city police bureau and a county sheriff's office approached postal inspectors with the grim prospect that they might lose another case against the criminal element in their city—unless the case could be tried in the Federal courts. Inspectors, after being briefed on the case which involved fraudulent insurance claims relating to staged auto collisions, entered the investigation along with FBI and Internal Revenue Agents. The criminals who had swindled insurance companies of over \$200,000 were defiant of authorities and claimed high connections in the city and county, which was somewhat borne out by many previous arrests without conviction. On January 20, 1961, a Federal grand jury returned an indictment charging 15 individuals with mail fraud and conspiracy. During the trial a municipal judge, a circuit judge, and a police captain appeared as defense character witnesses. As a result of the combined efforts of the investigators, the sentences

for the defendants totaled 31 years, 7 months in prison, and 50 years' probation. This case is an excellent illustration of the far-reaching good which can be accomplished when local, State, and Federal authorities cooperate in law enforcement.

Through the far-flung operations of the postal establishment and the dedicated post office personnel, the Postal Inspection Service has access to a network of human intelligence which sometimes contributes directly to the solution of important investigations. On a cooperative basis, the Inspection Service furnishes to all other duly accredited law enforcement agencies information to assist in the locating of fugitives and others sought, or of interest to those agencies.

Recently, inspectors alerted certain postal employees to be observant for the identity of an unknown mailer of parcels containing unmailable matter to prominent persons and organizations of certain racial connections. Based on a description of a suspect given by an alert postal clerk, an artist was able to draw a good likeness which was recognized by some of the victims. On January 15, 1962, the man was sentenced, thus ending a 3-year vendetta, jointly investigated by postal inspectors, the State police, and local police.

### **Conclusion**

During the past year, recurring publicity has been given to the rising nationwide increase in all types of crimes. The "Uniform Crime Reports" bulletin issued by the Federal Bureau of Investigation recorded a 3 percent increase in serious crime in calendar year 1961 over 1960. Arrests for major postal crimes in 1961 have increased 88 percent over 10 years ago. These statistics point up the necessity for continuing close cooperation among all law enforcement agencies—Federal, State, and local. Only by such action can a bulwark be formed against the solid front of crime facing the Nation.

★

### **MAGNIFYING GLASS USED TO IDENTIFY SUSPECTS**

A magnifying glass is being used by the police department in an eastern city for closer examination of photographs of suspects by witnesses. It is believed that the witnesses can thus more clearly observe any outstanding facial characteristics of a suspect.

*WFO Crimdel det. 8-2-61  
63-4296-53*



# National Academy

(Continued from page 10)

are your security—they are nothing but words in a book. You may think that the elaborate mechanisms of government is your security—it is nothing at all, unless you have an uncorrupted public opinion to give life to your Constitution, to give vitality to your statutes, to make efficient your government machinery.”

The address of Mr. Bacon follows:

It is a great pleasure to be a graduation speaker here this morning at the FBI National Academy—an occasion which means so much to so many. This appearance gives me an opportunity to state publicly what is already well known—that we in The American Legion have the very highest regard for the FBI and its distinguished Director, Mr. J. Edgar Hoover, and further that we appreciate very much the splendid cooperation which has existed for so many years between the Legion and the FBI. This is truly a bond of friendship and mutual cooperation of which every Legionnaire is extremely proud.

To the Nation and to the world, J. Edgar Hoover and the FBI symbolize our resolution that America shall remain forever strong, and that her people shall remain forever free.

To the graduates of this 69th Session of the FBI National Academy, may I emphasize the rare privilege which is yours for having had the opportunity to attend this National Academy. Here you have benefited not only from the excellent leadership of the FBI, but also from the knowledge accumulated over the years in the fight against crime. In today's world, the solutions of yesterday are not enough. You are now graduates of the world's best known and most efficient anti-crime university. Your task now is to take this knowledge back to your home communities so that ultimately every citizen will benefit. May I extend my congratulations on your achievements.

As a Missourian, I am particularly happy to see that two gentlemen from my home State are in this class.

The world in which we live has been deeply influenced by a brutal event which, originally small in itself, has mushroomed into one of the dominant factors of the 20th century—namely, the seizure of power in Russia in 1917 by a small, dedicated, fanatical group of Communists headed by Vladimir Lenin. Not one American, young or old, has been unaffected by that cold, bleak day in November 44 years ago.

This Communist enemy is the monster imperialist of all time. Like a gigantic volcano, its ideological lava has poured in all directions, until, today, Communist tyranny stretches from Berlin to Peking, from Belgrade to Vladivostok. It has literally crushed the social, political and economic institutions of the conquered nations, leaving a drab uniformity of terror and suppression. Again, like a volcano, its revolutionary ashes have fallen into many non-Communist areas, igniting in the form of internal Communist parties. In September, 1919, in Chicago, the Communist flame of subversion burst forth in the form of the Communist Party, USA, and has been burning ever since, in varying degrees of intensity, but always as a menace to our national liberties.

This Nation is today the most potent enemy of international communism. Of this we can be sure. In Communist eyes, America stands as a giant obstacle in the path of total Communist conquest. It is our task, as individuals, to make sure this obstacle is not removed. Without American military and moral power, the Communist juggernaut would have rolled around the earth, creating a world empire with Moscow as its center. Hence, to Mr. Khrushchev the United States is the enemy which must be undermined, subverted and destroyed. The Romans used to cry, “Carthage must be destroyed,” and I can hear the cry today throughout the Communist world, “The United States must be destroyed.”

Let me sound a note of caution here. We hear much today about ideological splits inside the Communist world—of Russia being at odds with China. True, there are obviously differences—serious differences—between Moscow and Peking, arising from different cultural levels, as well as differences of history, geography and revolutionary backgrounds. But, as a matter of practical defense policy, let us not overexaggerate these ideological splits—and by so doing, weaken our vigilance against the enemy.

The Communists may violently disagree among themselves, but on one thing they agree—that this country must be defeated. I know you have never long debated whether it was better to be attacked by a shark or a barracuda. Let us just remember—never forget—that Khrushchev and Mao Tse-Tung and their disciples are all Communists and enemies of America.

In foreign policy, The American Legion wholeheartedly supports the efforts of our Government to make the Communists understand that we are ready, able and willing to defend our principles. The more firm we make our position now, the less chance there is for the all-out war which we all abhor. Mr. Khrushchev, in the year 1962, must be made to know that the American people stand ready to place upon the altar of freedom the sacrifices which freedom demands. He has offered us two alternatives, suicide or surrender. He must be made to know that we will not surrender and that we do not choose suicide. In the final analysis, the continuing threat of Communist world domination involves the honor of the United States of America, and this we cannot afford to compromise no matter what the risk involved.

We believe that the sending of American troops to Thailand was absolutely correct. They went there upon the invitation of an ally, and are there to insure peace and stability to that threatened area of the world. They are there also as a reminder that this Nation does not intend to allow international communism to advance its cause through military action in areas of the world where there are vacuums of power.

In South Vietnam, it is essential that we remain firm. We simply cannot allow the Communists to gain control of that vital area. Our military forces are doing a magnificent job in training local troops to meet the problems of 20th century warfare. Their display of courage not only gains the admiration of our friends, but the respect of our enemies.

In the uncertainties of this era, one thing is absolutely certain, the Communists respect power, and permit me to add this thought. It would be a wonderful thing for



America to be liked throughout the world, although it is not essential, but, ladies and gentlemen, it is absolutely essential that America be respected throughout the world.

Communism is basically an ideology of power. Communists operate through a small, select, conspiratorial party, disciplined in fanaticism. It has gained control simply by power—power employed through internal subversion or overt military action. Take away the basic fact of power, and communism would evaporate overnight. We ask for no swaggering bully tactics—this is not and should not be the policy of the United States of America, but in quiet, firm determination, we must show these ideological gangsters that we mean what we say and have the means to back up our words.

As a matter of national policy, it behooves us to remember the words attributed to Bismarck, the famous German statesman, when he said :

“No one will ever be rich enough to buy his enemies by concessions.”

I am delighted that General Lucius Clay adhered to this philosophy in his dealings with Khrushchev, while in Berlin.

Primary among our problems is Cuba, a nation which for many years has been linked in friendship with the United States. American blood was spent in liberating this island, and we must not let that friendship disappear. The American Legion stands behind any policy of this

Government which will destroy Castro's dictatorial hold on the Cuban people. Evidently, there is a power struggle now under way within Castro's leadership. The questions arise as to whether the hard-core Communists will oust Castro completely. What role is Cuba playing in Russian military calculations? What exploration are we making as to the feasibility of more stringent embargo, naval blockade and military action? I say to you that the Castro regime is a matter of grave concern, and that we cannot relax for a moment from our concern until this malignancy disappears from our hemisphere.

The American Legion for years has been deeply concerned about Communist subversion within the United States. The Communist Party, USA, is not today a weak instrument, a frail reed or a harmless exotic toy. To cherish these ideas is to dream pipe dreams and jeopardize the security of our internal institutions. The Communist Party is a serious danger—an enemy which is completely under the control of Soviet Russia.

Naturally, we are pleased that the estimated number of card-carrying Communists is smaller than the number of a few years ago, but it is my feeling that as long as there is one well-trained, dedicated Communist working within this country, there is an internal threat to the security of our Nation.

Today the party is making a determined effort to bring its propaganda message to the American people. Party speakers are actively soliciting appearances on radio and



*Attending the graduation exercises of the 69th session of which their brother, Walter A. Looney, Deputy Chief Inspector, Nassau County, New York, Police Department, was a member, were four brothers who are also members of the same police department. Pictured, from left to right, are: Lt. Michael F. Looney; Chief Insp. Francis B. Looney; Comr. James J. Kelly, Nassau County Police Department; Deputy Insp. Walter A. Looney; FBI Director J. Edgar Hoover; Lt. James G. Looney; and Insp. Harold E. Looney.*





*Deputy Insp. Michael J. Codd, president of the class.*

television, press interviews and public lectures. The party, moreover, is making a tremendous effort to reach young people, especially college students. The very highest leaders in the party, such as Gus Hall, general secretary, Benjamin Davis, national secretary, and Daniel Rubin, youth director, have appeared on college campuses throughout the country. Time after time their audiences have run to considerable numbers.

Never before in the party's history has such an ideal platform for propagandizing Communist deceit been available. And remember, this is "for free"—it costs the party nothing! That is what you call subsidizing of party propaganda by noncommunists! No wonder the party recently established a lecture bureau to coordinate its growing speech program.

I am advised that party leaders are secretly rejoicing over their sudden good fortune in the field of propaganda. Never before have they struck such a bonanza in over four decades of their existence in this country.

This is the same party which is today defying the law of the land. Last June the Supreme Court upheld the constitutionality of the registration provisions of the Internal Security Act of 1950. The party refused to register, as did its officials and members. This is a defiance of the law which it so piously professes to respect—the law which it would denounce the moment it ever seized control in this Nation. Any feeling in the United States which attempts to minimize the danger of the Communist Party is a dangerous delusion. Here again, we can be very thankful that the FBI is keeping abreast of the internal Communist danger.

The party's renewed assaults against our free institutions are a matter of concern to all of us. The principles

symbolized by the FBI National Academy are basically our answer to this totalitarian challenge. The very essence of our way of life is respect for law. You gentlemen are law enforcement officers. It is your duty to protect the rights, lives and property of our citizens. You know how liberties vanish when the criminal takes the law into his own hands. Your purpose in attending the Academy is to become more proficient in enforcing the law so that our communities are more secure. Law is our bulwark. Once it is breached evil runs rampant.

In America our belief in law is based on a faith—a faith in the dignity of man under the sovereignty of God. This faith must be not only an intellectual faith but a faith springing from the inner heart of our people. This is the faith which made America, the faith which pushed our pioneers westward, the faith which is today putting Americans into outer space. What is the purpose of law, if it is not to give meaning and dignity to the lives of men?

To meet the Communist challenge we must have faith in our democratic institutions and our religious convictions. You, gentlemen, because of your position in your respective communities, can exert tremendous influence in the molding and maintenance of a sound public opinion. Public opinion is the greatest man-made force on the face of the earth. So, may I suggest that as officers and as citizens, you employ your influence to make certain that as a people we keep our nerve, sustain our patience and commit our resources to this battle. We must have and demonstrate a basic unity of purpose, keeping always in mind that this does not require a strict conformity of thought. We must always stand for peace, but not at any price; for law and order and against unbridled violence; for the American way of life and opposed to foreign ideologies; for military preparedness as opposed to unilateral disarmament. Yes, and for religion in its broadest sense.

To paraphrase some words of Dr. Frank Barnett, may I urge that all of us as individuals do our part to make certain that no epitaph on the tombstone of a dead America will ever bear these words, "Here lies a Nation which died at the peak of its power—with its power unused." This, I take it, is the challenge to America in the year 1962.

The members of the graduating class of the 69th session of the FBI National Academy are:

Joel Turner Alford, Walton County, Fla., Sheriff's Office.  
William D. Bales, New Castle, Ind., Police Department.  
Thomas A. Barber, Hartford, Conn., Police Department.  
Richard Norland Beamer, Coeur d'Alene, Idaho, Police Department.  
Paul Bettiol, Jackson County, Oreg., Sheriff's Office.  
Robert Edward Bowers, El Cerrito, Calif., Police Department.  
Raymond A. Burns, Columbus, Ind., Police Department.  
Vicente B. Cabrera, National Bureau of Investigation, Republic of the Philippines.  
Leo Edward Cardinal, Bay City, Mich., Police Department.  
Joseph William Caron, Port of New York Authority Police, New York City.  
David E. Carter, Maricopa County, Ariz., Sheriff's Office.  
John L. Carter, Tucson, Ariz., Police Department.



George Clayton, Jr., Red Bank, N.J., Police Department.  
Michael J. Codd, New York City Police Department.  
Donald E. Cowen, Alliance, Ohio, Police Department.  
J. Kenneth Crane, Collingswood, N.J., Police Department.  
Lonnie Lee Crutchfield, Suffolk, Va., Police Department.  
Leonardo C. De Leon, National Bureau of Investigation,  
Republic of the Philippines.

Anthony J. DeMeo, Geneva, N.Y., Police Department.  
James F. Devoll, Ohio State Highway Patrol.  
Lyle C. Dickinson, Douglas County Oreg., Sheriff's Office.  
Henry P. Donnelly, New York City Transit Police Department, New York, N.Y.

Raymond B. Drakeford, Camden, S.C., Police Department.  
William E. Emanuelson, West Milwaukee, Wis., Police Department.

Robert J. Finn, Cincinnati, Ohio, Police Department.  
Howard A. Franklin, Providence, R.I., Police Department.  
Dwayne W. Gilbert, Spalding County, Ga., Sheriff's Office.

Smyth R. Gill, Sr., Escambia County, Fla., Solicitor's Office.

Ashley Graham, Springville, Utah, Police Department.  
Carl Gray, Jr., Kansas Highway Patrol.

Leo R. Green, Vestal, N.Y., Police Department.  
Robert A. Gregory, Louisville, Ky., Division of Police.  
W. T. Hall, Illinois State Highway Police.

Clarence L. Haynes, Jr., Wenatchee, Wash., Police Department.

C. D. Henry, Kentucky State Police.

I. Fox Hill, Jr., Orangeburg County, S.C., Sheriff's Office.  
Mark Paul Hoppe, Algoma, Wis., Police Department.

William Howard, Pine Bluff, Ark., Police Department.  
Clarence F. Irby, Jr., Vinton, Va., Police Department.  
William Hill Jackson, Greensboro, N.C., Police Department.

Herbert F. Johnston, Clayton, Mo., Police Department.  
Frank LeCount, El Cajon, Calif., Police Department.  
Walter Adams Looney, Nassau County, N.Y., Police Department.

Gerald R. Lyons, Flint, Mich., Police Department.  
Ronald L. Maley, Federal Bureau of Investigation.  
Edward Dean Martin, Billings, Mont., Police Department.  
Vincent William Mason, Darien, Conn., Police Department.

Milton W. Matson, Jr., Artesia, N. Mex., Police Department.

Dennis T. Mayer, Jr., Traffic Safety and Security Department, University of Missouri.

John C. Miller, New York State Police.  
Patrick J. Moore, Pittsburgh, Pa., Bureau of Police.  
Lawrence William Murphy, Lansing, Mich., Police Department.

James Dee Myers, Durham, N.C., Police Department.  
Vernon Russell Phillips, Ramsey County, Minn., Sheriff's Office.

Leon G. Powers, Irving, Tex., Police Department.  
David Martin Rineer, Lancaster, Pa., Police Department.  
William S. Romer, Natrona County, Wyo., Sheriff's Office.  
Walter F. Ruckgaber, Lake Success, N.Y., Police Department.

Donald Nelson Russell, Military Police Corps, United States Army.

Harvey Shirley, Champaign, Ill., Police Department.

Jack D. Sirman, Allen Parish, La., Sheriff's Office.  
Maurice W. Small, Bangor, Maine, Police Department.  
Edward M. Smith, Sr., St. Petersburg, Fla., Police Department.

Fred L. Sorensen, Waterloo, N.Y., Police Department.  
William N. Stahr, Berkeley, Calif., Police Department.  
Glenn S. Stanford, Mesquite, Tex., Police Department.  
James E. Stargel, Metropolitan Police Department, Washington, D.C.

Robert J. Sundberg, Fairbanks, Alaska, Police Department.

Wilford Reed Swinney, Austin, Tex., Police Department.  
William L. Tarr, Willistown Township Police Department, Paoli, Pa.

Milo Stephen Tasky, Duluth, Minn., Police Department.  
Ralph James Truitt, Rockford, Ill., Police Department.

J. Vernon Tuckey, Federal Bureau of Investigation.  
Robert Carlton Walker, Merced, Calif., Police Department.  
Billie B. Wallace, Des Moines, Iowa, Police Department.  
Joseph L. Walsh, Baltimore, Md., Police Department.  
Earl H. Werner, Fontana, Calif., Police Department.  
Raymond Lawrence Wilkes, Bibb County, Ga., Sheriff's Office.

Jack H. Williams, Kansas Bureau of Investigation.  
Don W. Wood, Walla Walla, Wash., Police Department.  
Louis B. Yarbrough, Louisiana State Police.  
Lester M. Zerschling, Sioux City, Iowa, Police Department.



## MAN OR MOUSE?—THAT IS THE QUESTION

Man or mouse—this is the decision one of two officers in a western city had to make recently while on a stakeout in a local tavern. Responding to a tip, the officers lay awaiting the appearance of a burglar. At a wee hour in the morning, a rear window was broken and an arm reached in and unlocked the door. Nothing moved for the next 10 minutes—nothing, that is, but a tiny, curious mouse which kept running up the outstretched gun arm of one of the officers and peering into his face. The test of endurance for the tortured policeman finally ended when the burglar entered the tavern. The officers arrested the man—the mouse got away.

*SF Ceimdel dtd. 2-9-62*  
*Bufile # 63-4296-47\**

## PROCESSING EVIDENCE

In order not to smudge or obliterate possible latent prints from firearms, a revolver is lifted by placing a pencil through the trigger guard. With a rifle or shotgun, a rope is attached to the trigger guard and the front part of the barrel, thus providing a carrying sling.

*dtd. 12-61*  
*Prosecutor's Digest*  
*Page # 5*



## WANTED BY THE FBI

**WOODROW SMITH**, also known as **Jessie Smith**

### *Unlawful Interstate Flight To Avoid Prosecution (Attempted murder)*

Coldblooded shotgun killer Woodrow "Jessie" Smith is the object of a nationwide manhunt by the FBI as a result of a Federal warrant issued on May 16, 1961, at Meridian, Miss., charging this paroled slayer with unlawful interstate flight to avoid prosecution for a brutal assault with intent to commit murder.

### *The Crime*

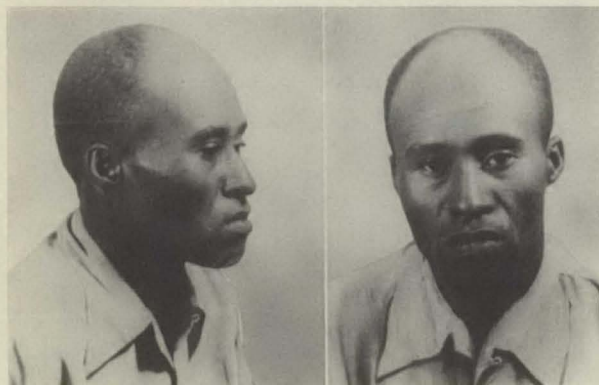
Returning from church with a group of her friends Sunday morning, March 12, 1961, the victim, a teenage girl, was accosted by 54-year-old Smith. After a brief exchange of remarks, Smith fired a .12-gauge shotgun into the windshield of the car in which the girl was riding.

Terrified, the victim fled from the vehicle, slipped to the ground, and was helpless as Smith deliberately stepped over her, reloaded his devastating weapon, and, holding the muzzle to her cheek, fired again. The shot tore away much of her neck and lower jaw. Hovering near death for several weeks, the victim recovered, but it is believed she will always suffer a speech impediment.

Smith reportedly told a relative the next day, "I messed up again; I killed that girl."

### *The Fugitive*

Sentenced to a life term in the Mississippi penitentiary at Parchman in 1943, Smith had been



**Woodrow Smith.**

convicted of a savage shotgun murder in which he had blown his victim's head off. He successfully escaped in May 1954, but was captured and returned within 2 weeks. In May 1960, he was paroled from prison, less than a year before this recent bloody attack.

### *Caution*

Smith has been convicted of murder committed with a .12-gauge shotgun and is presently charged with shooting another victim with a shotgun. He should be considered armed and dangerous.

### *Description*

Age	54, born December 7, 1907, Vance, Ala. (not supported by birth records).
Height	5 feet, 11 inches.
Weight	140 pounds.
Build	Slender.
Hair	Black, balding.
Eyes	Brown.
Complexion	Medium brown.
Race	Negro.
Nationality	American.
Occupations	Carpenter, farmer, plasterer.
Scars and marks	1-inch scar left temple, cut scar right wrist, scar left wrist, birthmark above left elbow.
FBI number	629,494 B.
Fingerprint classification	16 M 9 R OIM 13 M 10 U OOI

### *Notify the FBI*

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



### CRIME SCENE PHOTOGRAPH

A photograph of a crime scene is the best way of getting the true picture before a jury. It is therefore important for the first officers on the scene to obtain a picture before there have been any alterations or changes made.

*"The Peace Officer" 10-60.*

**FBI LAW ENFORCEMENT BULLETIN**



## FOR CHANGE OF ADDRESS

Complete this form and return to:

DIRECTOR

FEDERAL BUREAU OF INVESTIGATION

WASHINGTON 25, D.C.

(Name)

(Title)

(Address)

(City)

(Zone)

(State)

### Auto Air Conditioning Installed "Free"

Means have been devised by which an auto air conditioner can be completely installed—without cost—simply by having a stolen license plate, a set of car keys—and no conscience.

An individual, so minded, goes to a garage, selects an expensive air conditioner, and leaves his car, with the stolen license plate attached, along with the keys to the car, so that the installation can be made.

After such work is completed, garage attendants usually park the cars on adjoining parking lots or on the street until claimed by their owners. The thief, using the duplicate set of keys, drives the car away, removes the stolen license plate, replaces it with his own legitimate license plate, and returns to his home area. The only leads the garage owner has are a stolen license plate and a set of worthless, duplicate keys.

*KANSAS CITY Crimdel dtd. 9-15-61  
Bufile 63-4296-23★*

### POWDER LIGHTLY

Too much powder and too little brushing are the chief faults of beginners in developing latent prints. A very small amount of powder placed on the brush is all that is necessary for application to a surface. Once the contour of a print is visible, the brush strokes should conform to the direction of the ridges. All excess powder should be brushed from between the ridges.

*"The Science of Fingerprints,"  
Page 177*

### Grillework No Barrier to Island Thieves

The architecture of the homes in Puerto Rico, with porches, patios, and driveways enclosed by supposedly burglarproof metal grillework—or masonry designed to serve the same purpose—has, in the past, served as a source of security and privacy for the occupants.

Determined burglars, however, have found a means to penetrate these sanctuaries by selecting and encouraging small children to ease themselves through the grillework designs and instructing them to open the doors from the inside, maintaining silence at all times. The doors, once unlocked, permit quick and easy entry into the homes for the burglars.

Builders of new homes in some of the Puerto Rican cities have been forced to incorporate changes in the design of their protective doors and fences to combat this very common practice.

*SAN JUAN Crimdel dtd 9-28-61  
Bufile 63-4296-48  
Sgt. Nelson Escalona*

### BURGLARS DO PAINT JOB

During an investigation, officers learned that cars believed to have been used in burglaries had been painted with a dark gray primer paint which is nonreflecting, thus allowing these vehicles to be hidden in the vicinity of the place spotted for burglarizing without easily being detected. According to one police officer, it is almost impossible to see these vehicles at night.

*Dallas Crimdel dtd. 4-12-61  
Bufile # 63-4296-12*



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

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## *Interesting Pattern*



The pattern presented here has the general appearance of a loop. However, the only possible looping ridge is found to be very pointed and with an appendage attached that would eliminate the possibility of sufficient recurve. This pattern is classified as a tented arch.