

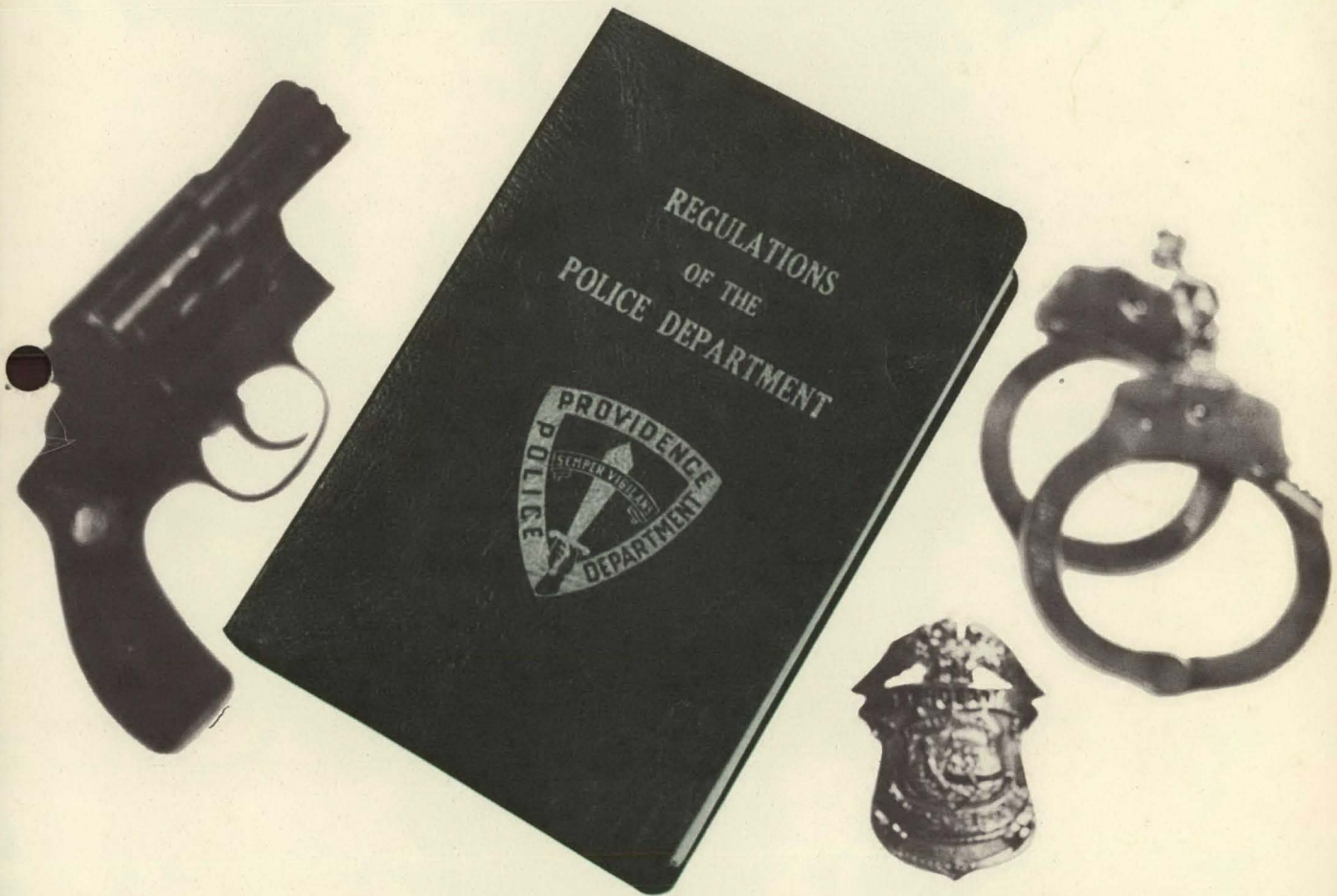
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DECEMBER 1966



# FBI

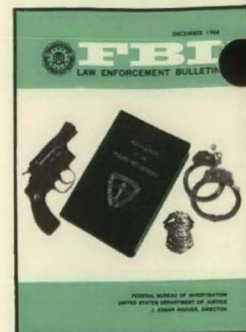
## LAW ENFORCEMENT BULLETIN



FEDERAL BUREAU OF INVESTIGATION  
UNITED STATES DEPARTMENT OF JUSTICE  
J. EDGAR HOOVER, DIRECTOR

DECEMBER 1966

VOL. 35 NO. 12



THE COVER—  
*The police manual.*  
See page 2.

# FBI

LAW ENFORCEMENT BULLETIN

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# MESSAGE FROM THE DIRECTOR

*Recently, in Kingsport, Tenn., an elderly man who had been arrested on local charges some 400 times since 1939 passed away. He had no known relatives. When the city's police officers, many of whom had made some of the arrests, learned of his death, they took up a collection from members of the department to pay for his funeral. In addition, six of the officers served as his pallbearers. Because of their kindness, the man was given a proper burial.*

*Last May, FBI Agents in Chicago located a baby boy who had been kidnaped a month earlier from his South Carolina home when he was only 2 weeks old. The child's distraught mother was overjoyed to know that her baby was alive and safe. When Agents who had investigated the case learned that the mother was destitute, they donated the money which enabled her to immediately fly to Chicago and take her baby home.*

I cite these two incidents not because they merit wider recognition, although the actions of the police officers and the Agents were indeed commendable. Nor are the incidents rare; good deeds of this type occur repeatedly in enforcement agencies throughout the country. Rather, I mention the two incidents because they illustrate a benevolent and humanitarian aspect of law en-

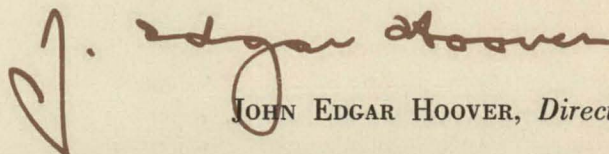
forcement work which is often ignored and unappreciated.

The role of the policeman in our society goes far beyond the sworn duties of enforcing the law and arresting lawbreakers. Modern-day computers would be taxed to process the thousands of special services performed for the public by law enforcement officers every day.

In any emergency, real or imaginary, the first cry that goes forth is for the police. The officer on the beat must be a journeyman of many trades—an on-the-spot doctor, plumber, or babysitter. Today's enforcement officer is expected to have multifarious abilities, explicit judgment, and an unshakable temperament. He performs on a public stage. The audience is "live"; every observer is a critic. There can be no retakes of his efforts or pretaped performances. He is second-guessed, ridiculed, abused, cursed, assaulted, and sometimes murdered. But when he leads a small, lost tot from a densely wooded area to the arms of a joyously weeping mother, his is a rewarding and satisfying service.

The duty of the enforcement officer is often an unpopular and unpleasant task. His job could be easier if, at the height of erroneous charges and unwarranted attacks against his profession, citizens would remember some of the humanitarian aspects of his work which they have come to expect and depend upon.

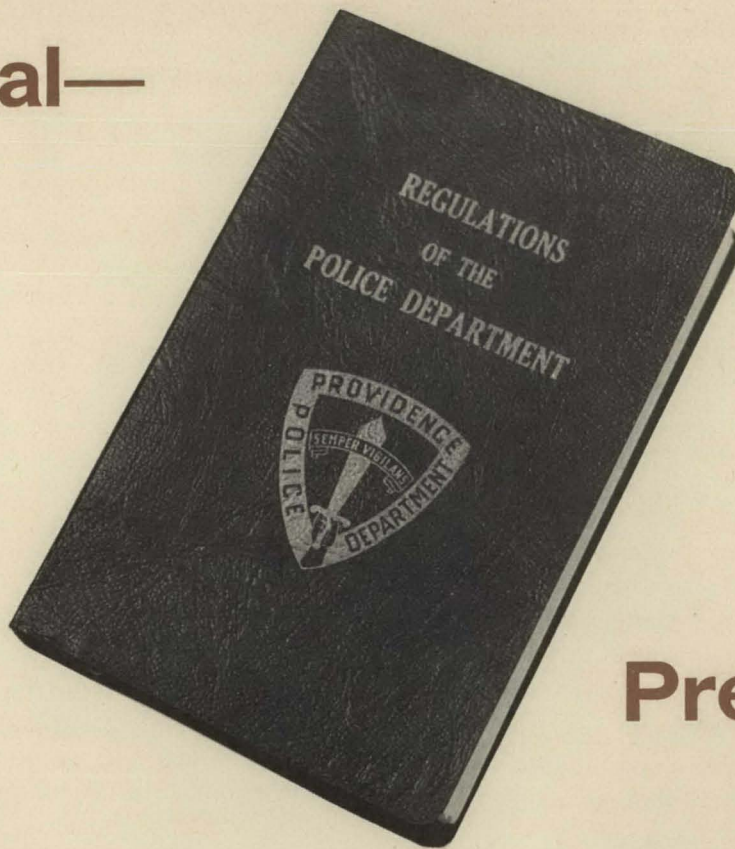
DECEMBER 1, 1966



JOHN EDGAR HOOVER, *Director*



# A Police Regulations Manual—



## —Its Preparation and Purpose

No organization, not even a family, can operate effectively without rules. Almost from the beginning of time, men who have worked and lived together have had some form of organization or rule of law to help govern the conduct of members for the security of all. Historical records indicate that administering and controlling systems of human activity efficiently and economically have been the concern of mankind as far back as the era of pyramid-building. Although today's way of life may be more complex, the problems that confront law enforcement officials today

are, in many respects, similar to those which have bothered officials throughout history. Therefore, a modern police department attunes itself to the many managerial concepts, procedures, or practices found in government or business today.

Of great importance to a police organization is its own system of internal discipline and command suited to its unique goal—efficient law enforcement. Consequently, for adequate discipline and control, a manual of standardized police regulations is most essential, if not imperative.

**CAPT. LEO P. TRAMBUKIS**  
Director,  
Bureau of Planning and Research,  
Providence, R.I., Police Department





A well-developed police manual crystallizes the principles of organization, supervision, and discipline; it affords the police officer the reservoir of information he needs to effectively carry out his prescribed duties in accordance with instructions, standard procedures, and rules governing personal conduct. Reflecting a completeness of coordinated activity and administrative control, the manual sets forth the physical structure of the police organization, the various positions within it, and the areas of responsibility assigned to every member.

### **Basic Requirements**

A complete manual clearly sets forth the department's divisions, bureaus, and units, arranged into interdependent parts, in an organization chart. The chart is followed by a narrative explaining the primary mission of the divisions, bureaus, or units as it relates to staff, line, or service function. This narrative helps to clarify the dependency and interrelationship of all entities of the department. The good manual also affords the member an immediate recognition of his chain of command and area of responsibility.

When one attempts to define new regulations, or revise old manuals, he must first concern himself with prescribed principles of public administrative procedure as it relates to work among members, as it establishes standard practices, as it transmits authoritative decisions, and as it provides a communicative system. The author or authors of the manual should maintain the view that the finished product will provide a complete reference manual, or as nearly complete a reference as humanly possible. Keeping in mind that the public, the police organization, and its members will benefit from a codification of simplified instructions on how to handle patrol or investi-

gative problems, the authors should set forth information on overall policies of the department and give an insight into the operations of divisions, bureaus, and units.

In addition, the manual should include sections relating to the many duties and responsibilities common to commanding officers, other superior officers, or supervisory personnel, regardless of their assigned positions in the organization. The relationship of these duties to the supervision of members of the command should be clear and concise.

Needless to say, there are many police departments in this country of different types and sizes and with different problems from the standpoint of organization or administration, but the above-enumerated principles for design and preparation of a police manual are usually applicable to a department of any size, be it a municipal police department, a State police department, a sheriff's office, or other police organization.

### **Need for New Manual**

Two years ago, soon after his elevation to the top post in the Providence Police Department, Col. Howard A. Franklin recognized the need for revision of the department's manual in order for it to comply with a recent reorganization of the force. Many department regulations had been countermanded or changed by general orders or memoranda issued from time to time. Chief Franklin was acutely aware that archaic, vague, or conflicting regulations tend to develop confusion and add to the problem of enforcing discipline, that they have an effect on police morale, and that they present obstacles to efficient law enforcement. This being the case, he requested and was granted authority by the commissioner of public safety to revise the regulations.



Fabian Bachrach Photo.

Col. Howard A. Franklin.

From the very beginning, Colonel Franklin set out to develop future administration by amending or repealing old regulations or by writing new ones in accordance with the need. This task was accomplished by making an analysis of the police situations of the past in order to find guides for better methods of handling similar situations in the future.

The analysis provided evidence that many regulations, written decades ago, had become obsolete or unemployable by members of a modern police force, and a substantial number of them had to be discarded or revised. New positions established within the department by reorganization called for new regulations. The changes in top administrative positions necessitated changes in policy, and new legislation or advanced techniques in police science called for updated regulations or procedures. In a few instances, changes were necessary simply because policemen are human and, like all human beings doing a job, they manage to alter responsibility or duty as it relates to the socio-technic-economic environment of the times.

Colonel Franklin assigned the preparation of the manual to the planning



and research staff. However, he gave his personal attention and direction to its development with the assistance of Comdr. Walter J. Cahill, director of the administrative staff division, and Lt. Edward B. Aptt, director of the bureau of prosecution. By executive order he directed the planning staff to study modern principles of organization as they are applicable to police administration and to consider the need for new or revised regulations with regard to their practical application to modern law enforcement. The staff promptly established guidelines for regulations from the standpoint of their need, their practicality, and their enforceability.

First, a job analysis was made of each position and function within the department to determine the need for tailoring administrative, conduct, or procedural regulations to the reorganizational scheme. The analysis consisted of work classification of various positions, but not of the people in the positions. Job descriptions prepared for each position throughout the department covered prescribed activity for all employees. This helped to clarify the department's functional system.

Precise consideration was given to regulations of the past, the present, and those thought to be needed in the future. Each was carefully studied to prevent duplication, vague instruction, or conflict. Generally, the regulations fell into four categories: organization, conduct, duty, and procedure. The manual took form in accordance with an outline which categorically placed each regulation in a logical and related order. The structural position of divisions, bureaus, platoons, sections, and units was placed under the organization section; regulations referring to ethics and demeanor were assigned to the conduct section; mandatory duties of all employees, as related

to personal responsibilities and obligations, were listed under the duty section; and regulations connected with standardized police practices were charged to the procedure section.

### ***Importance of a Plan***

Professional policemen need professional manuals, which can be produced only through proper planning. Ideally, planning takes place before the actual writing begins. It proceeds on the premise that the manual is just as vital to a department's efficiency as the telephone, the radio, or the police car. The manual is designed to accomplish the police mission in a practical way. Implementation of the plans throughout the logical stages of manual preparation helps to orderly reach the goals for which the manual is designed; therefore, planning is of prime concern.

The commissioner or chief of police sets the authority for the revision or writing of a manual and finds the necessary funds in the budget to cover costs. He selects a staff to do the work, preferably officers of his own department who have the aptitude or background to do the job. Those chosen should be familiar with all aspects of the department's administrative policies, operations, and services. Usually, overall responsibility for developing the manual is assigned to an officer whose training and ability enable him to supervise the work and use the talents of other staff members to the best advantage. Writing police literature is not exciting, and it is not unusual to find police officials who are excellently qualified for top positions but lack the talents needed to effectively research facts, establish data, or assimilate them for use.

The officer having overall responsibility for the development of the manual initiates the planning action. A good method is to call a meeting of

division or bureau commanders to discuss ideas or to elicit suggestions concerning the scope and contents of the manual. Commanders are often cognizant of apparent procedural, morale, or conduct weaknesses and are able to offer information pertinent to the frequency of police problems and those regulations or police procedures which, upon application, manifest inadequacy.

In essence, the use of the commander's concepts and experiences in the initial planning stage offers a two-fold advantage: first, it alerts the planners to known enforcement weakness and thereby establishes immediate areas for analysis; and second, it affords participation in the planning stage by the commanders and gives them an idea of the proposed direction which the manual purports to take. Consequently, it elicits from the commanders positive or negative comment and eventually brings about general agreement. Essentially, the joint meetings give the planning officer full benefit of the experience of the commanders as it relates to police efficiency or inefficiency, and ensures that most phases of operation are adequately considered before a regulation is adopted, revised, or repealed.

### ***The Manual***

Decisions must be made regarding the practical use of a police manual, its type, and its construction. After reviewing police manuals used by a number of law enforcement agencies throughout the country, I found little uniformity. Some are small and intended to be carried by the officer on his person; some are large and intended to be placed in the glove compartment of a patrol car; and some are designed to be maintained and used at police headquarters or precinct stations.

Our department favored a small manual with its text printed on thin,



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Looseleaf pages should be of strong, durable paper, and the type should be easy to read. The contents should be full and complete.

strong paper in a small, legible type. The text is inserted into a durable looseleaf binder, and addition or replacement of pages is possible in order to keep the manual up to date. This type of manual appears to be more practical for the police officer in Providence than a permanently bound manual, or one having printed or mimeographed regulations stapled together in heavy binders which are normally kept in a locker or desk drawer at a police station. The latter type was considered by the planners to be of little value to a policeman when he is in need of quick reference while patrolling his post.

Obviously, the manual should contain a table of contents, an index, and a glossary of terms to help the officer locate and understand information quickly. Short, simple words and sentences should be used. The language should be precise and clear to avoid misunderstandings and confusion.

A copy of the manual is needed for

each member of the force, with an adequate reserve for future members. Because a police manual usually contains confidential data, each copy is given a serial number. The manual is officially charged to an officer or employee in the same manner as other nonexpendable property, and the member is held accountable for its condition or loss until it is returned by him when he is separated from the service.

The modern police manual contains a brief statement of the legal authority for the establishment of the police organization. The statement includes, in addition to legal authorization, the police organization's principal function of providing for the protection and safety of the people; moreover, it includes a declaration of the right of police officers to exercise powers granted to them under statutes, ordinances, regulations, or the inherent police power of the State.

In the foreword, introduction, or preface, the commissioner or chief of

police briefly indicates the purpose of the manual and cites the need for a professional approach in law enforcement. He also notes that rules and procedures often do not cover every situation which may arise, that many procedures are necessarily left to the judgment and commonsense of the individual, that regulations serve as a guide to aid and assist the officer throughout his police activity, that contrary regulations previously issued are revoked, and that the right to amend or revoke a regulation is reserved. In addition, the commissioner or chief refers to the statute, ordinance, or department general order which grants authority for promulgating police regulations; the approval of the regulations by the governing authority; and the date the regulations are to become effective. He further declares that it is the duty of all personnel to become familiar with the contents of the manual.

## Policy and Policy Change

It was indicated at the outset of this article that organization is an essential need for the execution of law enforcement policy, and it has also been indicated that to execute policy effectively, one needs standardized regulations. However, policy should not be misconstrued to mean rule or regulation in its strict form. A policy is essentially the sum total of the implementation of police activity decided upon by the executive or administrative head of any police organization. Its implementation starts at the top of the department and permeates the entire organization. In effect, policy is a course of human conduct to be followed by all members of the department.

Law enforcement policy is first established by constitutional and authoritative decisions of the people and vested in a government body to be executed by police officials. But



police policy and police regulations should not be misconceived. Regulation comes about as a result of the implementation of policy in order to bring about its application in a competent manner. The regulation sets down a prescribed manner of operation and is usually established by general order, memorandum, or by a codification of regulations in a police manual. If police policy is to be constant, then the regulation must be constant, if not inflexible; therefore, to implement a policy of law enforcement, police officials should establish necessary regulations to get the job done.

Further, regulations are needed to prescribe conduct and procedures for the rank and file. Functionally, they are similar to unconditional orders. However, in everyday application of law in police practice, it often becomes necessary for the policeman to exercise rational judgment. Rational judgment ought to be as consistent with police policy as possible, but not so rigid that it brings about an absurdity of law enforcement with relation to the intent of the law.

The matter of human decision-making in the application of law is always present in any police situation. For example, it is the policy of the police department to have vehicles cited for parking violations when

parked illegally on a certain street. The policy is to tag illegally parked vehicles. However, a police officer may come upon an illegally parked vehicle at 2 a.m. and observe that the vehicle has broken down. He is told by someone that the operator has gone to a nearby garage for assistance. It is presumed that the primary intent of parking regulations is to facilitate the free flow of traffic. If the officer in this situation issues a citation, he complies with rigidity of the regulation; if he does not, he breaches the regulation and policy of the department to tag all illegally parked vehicles. But in this instance, if the policy-makers were aware of the circumstances, the policy probably would be not to tag. Therefore, the fine line of policy with respect to the application of a regulation sometimes becomes a matter of judgment. Judgment must be reasonable, logical, and just, and it must not be contrary to rational policy or intent of the law. Consequently, in the planning stage of a manual of regulations for members of a police department, one must understand the intent of the regulation, its application to law enforcement policy, and its interpretation by the member.

In summary, the experience of police administrators at Providence has led to the conclusion that every de-

partment should have a modern up-to-date police manual. The manual should precisely delineate the form and structure of police organization as its parts relate to the whole organization and as the whole organization relates to its parts. It should set forth what the organization's activities are to be and how these can best be achieved.

The experience also shows that a competent staff is needed to prepare the manual and to supervise its publication; that the personnel selected must recognize the importance of planning, research, and data analysis and rely upon these in the preparation of the manual; and that the manual must be of such size, nature, and content as to adequately fill the needs of the police officer.

It is the firm conviction of Providence Police officials that a modern, effective police manual affords the police officer a clear insight into the whole police organization and its operation. It pinpoints guidelines for efficient law enforcement, describes a police officer's position, his responsibilities, and his duties. It serves to crystallize the principles of organization, command, and discipline; and, most importantly, the manual stresses that a good police officer is a public servant, a gentleman, and an expert in law enforcement.

## PARKED CAR THEFTS

The manager of a parking lot reports that several cars were stolen from his firm by persons claiming to be the owners of the cars. The thief claims that he has lost his parking ticket and proceeds to give a description of the car and its license number. The thief pays the amount of the parking fee which can be determined from the ticket on the car. In some cases the thief waits until the

attendant is busy with other customers, then offers to get his "own" car. This the attendant permits him to do.

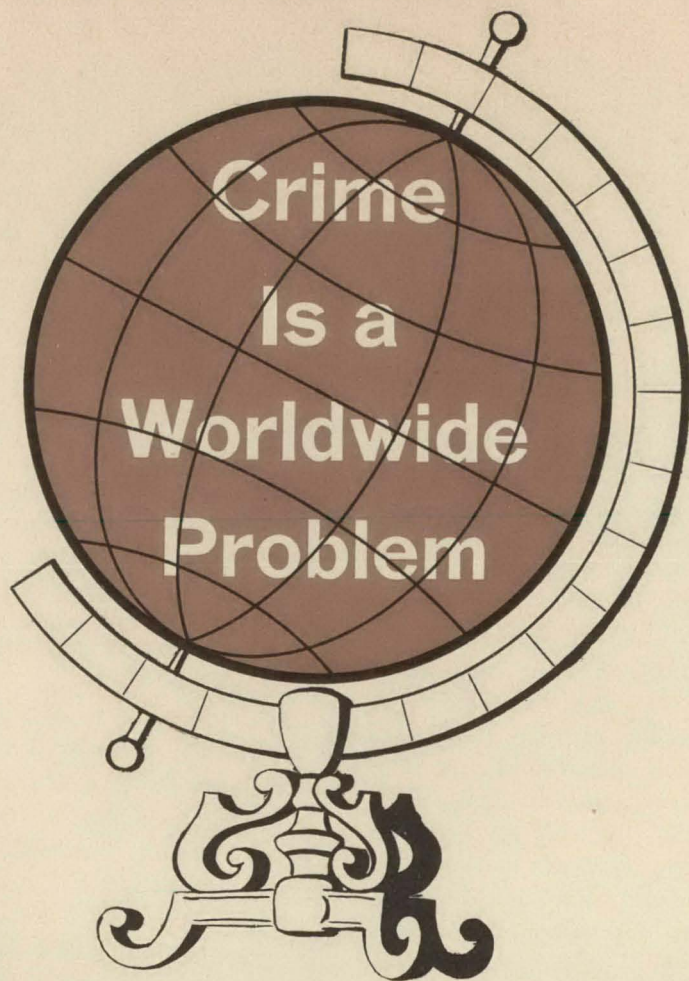
A new practice has now been instituted at the parking lot whereby persons who claim to have lost their parking tickets must identify some article either in the trunk or glove compartment of the car. This has inconvenienced some car owners, but it has almost stopped this type of theft from parking lots.

*WDO Crundel, 2/3/66, Bufile #63-4296-53*

## FBI FINGERPRINT BOOKLET

A free, 24-page FBI booklet entitled "Fingerprint Identification" is available to anyone desiring information concerning the science of fingerprinting and the services and techniques of the FBI's Identification Division. Copies may be obtained by written request to the Director, Federal Bureau of Investigation, Washington, D.C. 20535.





*This study by the FBI shows that crime is a growing problem in many foreign countries as well as in the United States. While crime definitions differ in each country, the impact of criminality is the same—damaging.*

not possible. This is true because of differences in crime definitions, methods of classification and reporting, and techniques of validation. Further, crime counts in various countries are influenced by such matters as ethnic and cultural background, economic and social structure, and a host of other factors.

With these limitations in mind, the following statistical data may help to show how the crime problem in the United States correlates with the criminality of other nations. Since we are not attempting to interpret their methods, definitions, etc., it is valid to make these limited comparisons of crime trends based on each nation's own consistent procedures. Statistics used in this article are limited to those countries where the crime count is made by police.

The Dominion of Canada initiated a criminal statistical program in 1962 which closely approximates the Uniform Crime Reporting Program in methods used to collect data as well as in the offenses used to measure crime trends. According to figures published by that country, crime in Canada increased 16 percent during the period from 1962–64, while crime in the United States rose 25 percent during the same period of time. As illustrated in the following table, this percentage increase in Canada was paced by substantial rises in forcible rape, robbery, burglary, and auto theft.

For over 35 years the FBI, through the Uniform Crime Reporting Program, has been collecting and publishing general crime statistics which provide a measure of the extent and nature of crime in the United States. From time to time the question is raised as to how the United States stands, insofar as crime is concerned, in relation to other countries of the world. People are interested in knowing whether our crime increase is unique or whether other nations are experiencing a similar problem.

The methods used to collect crime statistics vary among nations, and in most foreign countries submission of crime statistics to a central collection agency is compulsory. In this country, however, the Uniform Crime Re-

porting Program is strictly a voluntary plan which owes its success to the cooperation of local and State law enforcement agencies with the FBI. Since each of our 50 States has established its own definitions of crime based on local penal law, it was necessary to establish uniform definitions for the national program. In most other countries a national penal code facilitates uniformity in reporting.

As one of its regular functions, the FBI's Uniform Crime Reporting Section collects and reviews published crime statistics made available by foreign countries. In endeavoring to make comparisons between United States and foreign crime statistics, the analyst is immediately confronted with the fact that direct comparisons are



	Total	Murder	Forcible rape	Robbery	Aggravated assault	Burglary	Larceny \$50 and over	Auto theft
United States.....	+25	+10	+22	+18	+23	+22	+28	+29
Canada.....	+16	+4	+29	+14	-28	+18	+13	+19

NOTE.—All figures in percent.

The British police measure crime on the basis of "indictable offenses" known to the police. Indictable offenses are separated into six general categories: (1) offenses against the person, (2) offenses against property with violence, (3) offenses against property without violence, (4) malicious injury to property, (5) forgery and offenses against currency, and (6) other offenses. For purposes of this comparison, however, only those types of indictable crimes reasonably resembling the offenses used in computing the United States Crime Index<sup>1</sup> have been used to measure British crime trends. The larceny figures, however, include all thefts regardless of the value of the stolen goods. The following compares the crime trends for England and Wales with those of the United States for the period 1960-65.

risers in forcible rape and auto theft were considerably below those experienced in the United States. Murder in England and Wales recorded a 10-percent rise.

In studying these crime trends, one must also keep in mind the differences in the levels of crime demonstrated by crime rates. For example, the murder rate in England and Wales in 1965 was 0.4 murders per 100,000 population. In the United States the rate was 5.1. The British robbery rate was 7.9 and burglary 531.8. Corresponding rates in the United States were 61.4 and 605.3. It is also of interest to note that English experience shows that only about 10 percent of the murders are committed with firearms while in the United States guns are used in 57 percent of the killings. England does have gun registration laws and more severe

difference between England and the United States in the use of firearms in committing crimes of violence can be attributed, in part, to an English law providing for an extra penalty in addition to the penalty for the substantive offense for an offender convicted of using a firearm in the commission of the crime.

Overall, indictable offenses increased 55 percent in Great Britain from 1960 through 1965, and the types of offenses which made the major contribution to this increase were crimes against property. As a matter of fact, in all nations making data available, including the United States, the trend in crimes against property has climbed sharply because of the increase in the opportunities to commit crimes. In each of these countries, the criminal element has readily taken advantage of this factor.

Scotland, which publishes its statistics independently from England and Wales, reported a 30-percent increase in crime during the 5-year period 1960-64 as against a 37-percent increase in the United States during that period. Scotland reported substantial upward trends in the volume of violent crimes with murder, forcible rape, robbery, and aggravated assault showing sharp increases. Again, reducing the Scotch figures to crime rates per 100,000 population, we find that in 1964 Scotland had a murder rate of 0.5, forcible rape 2.0, robbery 19.3, and aggravated assault 28.3. The State of Massachusetts, with a total population close to that of Scotland, reported a murder rate in 1964 of 2.0, forcible rape 6.0, robbery 4.0, and aggravated assault 30.4. The burglary rate in Scotland was 1,142.1; in Massachusetts 356.6. The rate of thefts, including autos, was 1,075.1 for Scotland and 1,372.5 for Massachusetts.

An analysis of Swedish crime reports for the years 1960-65 discloses a 39-percent increase in crime. This

	Total	Murder	Forcible rape	Robbery	Aggravated assault	Burglary	All larceny	Auto theft
United States.....	+40	+9	+36	+29	+40	+41	+39	+51
England and Wales...	+55	+10	+7	+86	+64	+67	+54	+3

NOTE.—All figures in percent.

Statistics for England and Wales, as shown above, indicate that crime rose 55 percent during the 6-year period as compared to a 40-percent increase in the United States. (This includes all larceny without regard to value.) Burglary rose 67 percent in England, while it increased 41 percent in the United States, and robberies had increases of 86 percent and 29 percent in Great Britain and the United States, respectively. The

penalties for unlawful possession of a firearm.

By the same token, armed robberies with any weapon in England and Wales were considerably lower, percentage-wise, than in the United States—43 percent opposed to 58 percent. When this comparison is limited to those cases where firearms were used as a weapon, it is found that approximately one-third of the armed robbery offenses in England and Wales involved the use of a firearm as compared to approximately two-thirds of the crimes in this category for the United States. This

<sup>1</sup> Crime Index is made up of the offenses of murder and nonnegligent manslaughter, forcible rape, robbery, aggravated assault, burglary, larceny \$50 and over, and auto theft.



upward trend closely approximates that of the United States over the period, a 40-percent rise, when all larceny offenses are included. The violent crimes recorded a 41-percent rise during this period in Sweden, while there was a 35-percent upswing in the United States. Upward trends in rape and robbery were much sharper in Sweden than in the United States while the increases in assault, burglary, and larceny closely paralleled the rise in these offenses in the United States. Auto theft had a sharper rise in the United States than in Sweden.

auto thefts. West Germany, like England and all other European countries, has been experiencing sharp increases in the crime of auto theft.

Although the Soviet Union does not release crime figures, occasional news stories provide some insight on the problems being experienced by that country. For example, in 1965 a news story stated that Soviet citizens were seeking more and better police protection and stricter law enforcement in the face of an increase in petty crimes. The article indicated that letters addressed to Russian newspapers by Soviet citizens complained that the

categories. Housebreaking was second in volume, representing 33 percent of the total.

The Hong Kong police reported a 20-percent jump in "serious" crime in fiscal year 1964-1965 over the preceding year. This is the highest volume of serious crime recorded since the fiscal year 1959-1960, and nearly all categories of serious crime contributed to the upswing. According to the Hong Kong police, the increase was most significant in crimes of violence, such as serious assaults, robberies, and "demanding with menaces." There was a 65-percent increase during the current year over the preceding year in the number of juveniles (persons under 16 years of age) arrested and prosecuted for "serious" crimes. Arrests of these youthful offenders showed substantial increases for affrays (520 percent), woundings (83 percent), robberies (68 percent), pickpockets (68 percent), larceny of bicycles (53 percent), simple larceny (23 percent), and larceny in dwelling (28 percent).

The annual report for the fiscal year ending June 30, 1964, prepared by the Commissioner of Police for South Australia discloses increases in both crimes against the person and crimes against property when compared to the preceding fiscal year. Offenses against the person were up 20 percent, while offenses against property rose 12 percent. Larceny, with the greatest volume of reported crimes, had an upward trend of 9 percent, while burglary, the second most voluminous crime, increased 8 percent.

One measure of police effectiveness is the percentage of crimes cleared by arrest. In this phase of the police operation, differences in policy and scoring procedure affect the statistics. The following table provides a comprehensive view, however, of clearance percentages for the United States, Canada, and England and Wales for the years indicated.

	Total	Aggravated assault and murder	Forcible rape	Robbery	Burglary	All larceny	Auto theft
United States.....	+40	+38	+36	+29	+41	+39	+51
Sweden.....	+39	+38	+43	+92	+39	+37	+44

NOTE.—All figures in percent.

According to figures released by French police for the period 1959-63, "aggravated theft," which includes thefts committed at night or by individuals with weapons, either concealed or in sight, rose from 45,078 in 1959 to 72,018 in 1963, a rise of 60 percent. The number of auto thefts in France skyrocketed from 22,743 in 1959 to 109,494 in 1963, an increase of 381 percent. The French noted the total number of juvenile offenders almost doubled from 1962 to 1963.

Criminal statistical data for West Germany is presented in considerable detail in that country's publication. In 1964 the Federal Republic, including West Berlin, had crime rates of 0.8 offenses of murder per 100,000 inhabitants, rape 10.6, robbery 12.4, larceny 1,628.2, and auto theft 78.2. The population of the Federal Republic is very nearly equal to that in our own north central geographic region. In 1964 the crime rates for that region were 3.5 murders per 100,000 population, 10.5 forcible rapes, 76.2 robberies, 1,337.3 larcenies, and 234.7

existing parole system was ineffective and that the "goody-goody" approach merely breeds crime. A Russian press comment attributed the increase in petty crime to juvenile delinquency which, in turn, was linked to drunkenness. The school dropout was also mentioned as contributing in part to the increase in juvenile offenses.

On the Asian continent, India reported a 36.7-percent increase in crime in 1963 over the triennial average for 1960-62. This increase covers all criminal acts, including figures for juvenile delinquency. When limited to offenses of murder, kidnaping and abduction, dacoity (robbery by a class of murderous robbers who act in gangs), robbery, housebreaking, cattle thefts, and ordinary thefts, the increase in 1963 over the triennial average is 5 percent. The greatest changes reflected in these crimes related to cattle thefts, up 15.5 percent, robbery with an increase of 14 percent, and dacoity 14.5 percent. The classification "ordinary thefts" rose less than 1 percent and made up 53 percent of the total crimes in the aforementioned



	Total	Murder	Forcible rape	Robbery	Aggra- vated assault	Burglary	All larceny	Auto theft
United States (1965) .	24.6	91	64	38	73	25	20	25
England and Wales (1965) . . . . .	34.6	90	67	37	85	33	33	33
Canada (1964) . . . . .	24.2	86	66	37	78	24	23	28

NOTE.—All figures in percent.

This table portrays the similarity existing in each of these countries. The percentage of clearances in crimes against the person of murder, rape, and aggravated assault is relatively high when compared with the percentage of clearances of crimes against property and robbery. Of course, criminal mobility exists in the United States to a much greater degree and complicates the police investigative effort.

It should be remembered that the foreign statistics used in this article are as nearly comparable as possible with those available from United States crime counts, and the tables are set up for the readers' convenience

with this limiting circumstance in mind.

In summary, there can be no doubt, after reviewing foreign crime data, but that crime is indeed universal and is not a social phenomenon peculiar only to the United States. Foreign crime figures confirm the fact that most, if not all nations, are today faced with absolute increases in the volume of crime and that these increases are occurring in a pattern similar to the United States experience. While population increases help to account for a limited amount of the crime trend, this is not the sole reason since the increase in the volume of crime is outstripping the population growth.

## REAL ESTATE SWINDLE

A real estate swindling scheme, recently brought to the attention of law enforcement, has been effectively perpetrated in various parts of the country and is being tried in others.

Success of the scheme depends largely upon how desperate the victims are in their desire to get rid of an apartment building that is more of a liability than an asset, due to low percentage of occupancy, inadequate income to make the mortgage payments, and maintenance costs.

The swindlers, posing as a real estate syndicate, offer to buy the building and pay to the owners what seems to be a fair amount for their equity in the building, and agree to take over the mortgage payments. No cash is offered, however, and payment is to be made in the form of a note which does not mature for 5 years.

The victims, anxious to unload a burdensome property, may not see the danger of the transaction and agree to the arrangement. The machinery is put into motion to transfer ownership to the new owners.

Upon assuming control of the apartment building, the new owners lose no time in putting their real plan into effect. All current tenants are contacted and offered 2 or 3 months' free rent if they pay a year's rent in advance. The offer is usually so enticing that most of the tenants take advantage of it.

As soon as the con men have possession of the cash from this arrangement, they take off.

The former owners get back their buildings, of course, but the possibility of collecting any income for at least a year is practically nil, and they are left in worse financial straits than before.

*Sact Lake City, 7/1/66,  
Bufile # 63-4296-44.*

## PIRATE PISTOL

During a gate check at the entrance of an Armed Forces base in the South, police discovered an unusual rifle in a car entering the base. The rifle had the appearance of an old-fashioned pirate-type pistol with a homemade silencer attached to it.

Without the silencer, the rifle, a .22-caliber, measured 20 inches in length. The silencer added another 3¼ inches and was attached to the 8¾-inch barrel with a ring clamp. The silencer had been made from a small plastic bottle stuffed with steel wool and had a hole in it to enable a bullet to pass through.



Homemade silencer attached to pirate-type pistol.

*Columbia Crimdel, 4/12/66,  
Bufile # 63-4296-66-6*

## A SEARCHING PROBLEM

A sailor arrested by naval authorities for being a.w.o.l. was transported to the Navy brig after undergoing the usual cursory search. He was given a thorough strip search upon being incarcerated, however, and this time the examining officer checked the prisoner's "dog tags" (identification tags) and found a small handcuff key behind one of them. It had been overlooked in the initial inspection when the sailor was arrested.

A small hole had been drilled in the key handle, and the key was strung on the chain between the two tags.

*San Diego Crimdel, 4/29/66,  
FBI Law Enforcement Bulletin  
Bufile # 63-4296-46*



*The American business community has long recognized that aggressive recruiting is necessary to obtain an adequate pool of qualified applicants. The time when applicants responded en masse to job opportunities is long past. Police executives must follow the practice of the business community and "advertise their wares" in an attractive, meaningful manner if a sufficient number of young people are to be attracted to the American police service as a career.*

up his mind as to whether he will seek employment with the organization. The information sheet also points out where the applicant can write or telephone if he desires additional data before he files an application.

Many law enforcement agencies have designed attractively illustrated brochures as aids in their recruiting campaigns. In addition to providing information concerning the position and how to apply, these brochures contain photographs or drawings depicting certain aspects of law enforcement work. In some States where requirements for law enforcement positions have been standardized, a single brochure is used by all of the law enforcement agencies of the State.

The widest possible dissemination, consistent with the department's employment needs and policies, should be made of these brochures and information sheets. They may be mailed out in response to inquiries, handed out during speeches and other appearances by department representatives, and left with officials at employment agencies, schools, military installations, and other organizations who are apt to come in contact with prospective applicants.

### **Posters**

Attractive, colorful, well-designed posters are an effective method of calling the attention of the public to employment opportunities in law enforcement. Many departments have found that through cooperation with other local government agencies they are able to prepare excellent posters with a minimum of time and expense.

The amount of detailed information which can be placed on a poster is necessarily limited. As a minimum, the poster should show the most important standards for employment and starting salaries and explain how interested persons can obtain additional information. The

# Police Management

## *Recruitment and Selection of Personnel*

### **Recruiting Methods**

\*While recruitment should be aggressive enough to accomplish desired results, it must be conducted in a dignified, responsible manner. Applicants should be told the truth about such things as compensation, working conditions, fringe benefits, and long-term advancement possibilities. A disservice would occur for both applicants and the department if people were enticed to apply through misleading recruitment information and thereafter resigned upon finding the real truth of the situation.

### **Brochures**

In conducting effective recruitment, a police agency must get up-to-date information concerning job openings into the hands of those persons who might be interested in filing applica-

tions. One simple, inexpensive method of accomplishing this is through the use of a brochure or information sheet which will provide interested persons a maximum of detail concerning the job in a minimum of space. Police administrators preparing such brochures should assume that prospective applicants know little or nothing about employment opportunities with the law enforcement agency. Such things as age, height, education, and other standards for employment should be specifically pointed out. Compensation and fringe benefits available to employees should be explained in detail, as well as the procedures for filing applications and taking the necessary examinations.

The FBI for years has used a simple inexpensive information sheet, printed on both sides of a single sheet of paper, which gives the average applicant all of the information he needs to make

\*This is the third of a series of articles on police management.



main purpose of the poster is to inform people at a glance that the law enforcement agency needs personnel.

Posters can be displayed in public buildings, banks, libraries, and other places where they will be observed by the general public. In some cities these posters have been displayed on police vehicles and buses. Care should be taken that these posters are not displayed on premises of questionable reputation.

### ***News Media***

Police executives should consider using all of the news media available to them in recruitment, including newspapers, professional journals, radio, and television. Information concerning the department's recruiting program can be made available to local newspapers as a news story, or the chief of police may prefer to prepare a formal press release. Care should be taken to insure that all such material is prepared in a form usable by the press, and appropriate photographs should be furnished so the newspaper representatives may consider using them if space permits. In some cases it may be necessary to purchase advertising space in the newspapers to inform the public that job opportunities are available in the local police agency.

### ***Radio and TV***

In many locations police administrators have been able to keep their recruitment costs within reasonable boundaries by having radio and television stations make spot announcements concerning employment opportunities as a public service measure. Here again the police department should prepare material for use during broadcasts and also furnish slides and other visual aids if they can be utilized by television stations.

Members of law enforcement agencies regularly give speeches and make other appearances before civic and other groups. When appropriate, reference may be made during these talks about employment opportunities in local law enforcement, together with an explanation of how interested persons can apply. It is well for the police official giving the speech or lecture to have a supply of brochures and other recruiting material available for members of the audience so that they may read and/or pass on these brochures to people who they feel might be interested in a career in police work.

### ***Recruitment Through Members***

Many law enforcement agencies have found that some of the best candidates become interested in police work through their association with present members of the force. Employees have been encouraged to bring the departments' recruiting programs to the attention of their friends and associates.

In at least one jurisdiction, a cash bonus is paid to employees for each applicant they recommend who eventually enters the police academy. In other cases a certain number of days off with pay are provided as an incentive to officers who have recommended acceptable candidates. If recruitment is to be conducted effectively through present members of the force, there should be some form of recognition for those officers who bring new employees into the department. If budgetary or other provisions will not permit any form of bonus, the employee should at least receive some tangible evidence that his efforts are appreciated, such as a letter from the head of the agency. In some cases a form has been devised for the use of officers for recommending prospective applicants, and they are also encouraged to leave recruiting material with likely prospects.

If any department expects to recruit a sufficient number of people for its needs, procedures for obtaining applications and taking examinations must be simplified. While only a small number of those filing applications will be deemed suitable for entrance on duty, the filing of an application by an interested candidate should be a simple matter.

Some departments require applicants to personally report to police headquarters in order to secure an application form. This is sometimes difficult for people who are already employed, and it may discourage them from pursuing the matter any further. There is no reason why application forms could not be mailed in response to inquiries from interested people.

### ***Deterrent Tactics***

Another unnecessary step in some jurisdictions is having the applicant file a brief, preliminary application form before he fills out the regular form. This again makes the recruitment process more complicated, and it is better to have only one application form which should be made available to anyone who is interested in the position. Since the complete application form contains material necessary to conducting oral interviews, background investigations, and other screening processes, it is well to obtain complete background data in the application form.

It has been found in many cases that the holding of examinations at lengthy intervals acts as a deterrent to effective recruiting. Examinations in some departments are now being held more frequently, and in some cases "open and continuous" examinations are provided so that an applicant who appears to possess the basic qualifications may be examined immediately. Some law enforcement agencies have also found that to accommodate applicants who are al



ready gainfully employed, examinations must be held on weekends and evenings. This will help obviate the situation where a qualified applicant is unable to take the examination because he cannot obtain the necessary time off from his present job.

### **Other Recruiting Methods**

The only practical limitation on effective, reasonable, economic recruiting methods is the ingenuity of police administrators themselves. The following are some of the methods recently used in some jurisdictions:

Running of a film clip, or "still" at motion picture theaters.

Liaison with colleges, junior colleges, and other educational institutions, including colleges with police science and police administration programs, to assure that likely

prospects are advised of job opportunities.

Sending recruiting teams to other cities and States to interview groups of prospective applicants and conduct on-the-spot screening.

Recruiting vans are being used for this purpose. In at least one instance, applicants passing preliminary examinations and their families receive round-trip transportation to the headquarters city of the employing agency, plus subsistence while they are taking further examinations.

Liaison with military installations so that qualified persons completing their enlistment are made aware of employment opportunities. This is particularly productive in recruiting discharged servicemen who have had law enforcement experience during their military service.

In one State, a junior college has proposed a cooperative program to attract military police veterans to the State to pursue careers in local law enforcement agencies and also further their college education by taking advantage of the benefits available to them as veterans.

Use of recruiting booths and similar aids at fairs, sporting events, railroad stations, and other places where large numbers of people are apt to congregate.

Preparation of a documentary film showing recruit training and other aspects of law enforcement work for use in recruiting programs before school and other groups.

Some departments are highlighting the professional aspects of a career in law enforcement by offering to defray all or part of the expenses of college courses after the candidate enters on duty. This will help prepare young men for advancement in the profession, and if this opportunity is offered to applicants, it should also be available to present members of the force.

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*The next article in this series will deal with selection procedures used by law enforcement agencies to insure that only the best qualified applicants enter on duty in the police service.*

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## **Specialized Searches for Prison Security**

Since man first instituted the practice of jailing and imprisoning his fellowmen, the introduction, secreting, and making of contraband items have been major problems to security of both jailing facilities and human beings involved.

Society demands protection from the criminal. Society, criminals, and prison officials expect protection, security, and orderliness in the management of prison facilities by jailers and correctional personnel assigned.

In modern jails and prisons, prisoners employ both new techniques and those passed down through the ages to make or utilize contraband items in their daily routine. These contraband items range from a variety of weapons, illicit alcohol, narcotics, money, and escape kits to such minor items as improvised hobby tools, gambling devices, etc.

Several years ago California penologists at the department of corrections came to the conclusion that since inmates were specializing in the introduction, manufacture, and application of contraband items in the prison setting, a specialized squad of correctional personnel could be organized to combat these activities.

Plans were formulated, and in 1962 at the California State Prison at San Quentin, a security squad composed of one lieutenant and five officers was selected and, after a brief training period, activated. Its primary function was to select an area of the institution, conduct a thorough search of this area, and confiscate all contraband items. The success of the squad was overwhelming.

During the first year of operation the squad confiscated more than 2,000 dangerous weapons, such as

prison-made knives, bludgeons, zip-guns, etc. In addition it discovered many escape kits consisting of grapples, ropes, saws, etc. Additional items such as "hot" pills, narcotics, money, and numerous other contraband items, gave the squad members positive proof of their efficiency and worth. It was felt that many thousands of dollars worth of potential trouble had been averted by their activities.

News of the success of the San Quentin Security Squad traveled around the department circuit, and soon similar operations were organized at Soledad, Deuel Vocational Institution, California Men's Colony at San Luis Obispo, and California Medical Facility in Vacaville.

### **Medical Facility Team**

On March 23, 1965, a search and security team, composed of a correctional lieutenant in charge, a sergeant, and two correctional officers, was ac-



tivated at California Medical Facility. The primary function of this team is to search for and confiscate all contraband items within the confines of the institution properties. Secondary functions consist of working all escapes as a team effort, conducting inservice training classes in search and contraband techniques, and assisting in on-the-job training for new officers. In addition the team makes security inspections of the physical plant and submits reports and recommendations on areas in need of strengthening for security purposes.

### Confiscated Equipment

During the short period of time in which this team has been in operation, many prison-made knives, "hype kits," contraband medications, and drugs have been confiscated. Many other weapons and items of a contraband nature have also been located and confiscated. The security team has participated in several escape searches as well as discovered escape plans which in turn prevented escapes. Classes which dealt with subjects related to the job were held on three occasions covering a 1-week span each. The team also offers to new officers on-the-job demonstrations in techniques of body, cell, and building

*San Francisco Letter, 8/15/66, re: FBI LEB*

### HIDDEN TOOLBOX

A band of burglars operating in an east coast resort area devised a special container to hold the tools of their profession while en route to and from a job. The container was an oblong box made of aluminum and large enough to hold a pry bar, a hammer, and a hacksaw and blades. The box was permanently attached to the frame of the car near the rear. It was concealed by the body of the car, making detection difficult.

*Newark Crundel, 8/1/66,  
14 Bufile # 63-4296-31.*

searches. Prison officials are always careful to point out to all employees that, in addition to the specialized team, the other officers must be depended upon to continue their routine inspections and constant search for contraband. Thus, a total team effort and greater efficiency are established.

### Value of Teams

In conclusion, it is generally conceded that the security teams as employed in California prisons have proved their worth many times over. By uncovering weapons, they have saved the State many thousands of dollars in blocking escape attempts as well as in preventing many acts of violence. It is generally agreed that the teams' work has been beneficial to the inmates' welfare. Also, non-custodial personnel who were first critical of having their areas searched have now changed their thinking in favor of these teams. The overall training, as offered to all departments, has improved custodial processes and made procedures easier to accept.

With these positive factors in their favor, security teams should eventually become a necessary budgeted item not only for California's institutions, but for all progressive institutions in the United States.

After holding up a bank, a robber fled on foot. In order to effect his escape, he feigned a heart attack in a jewelry store approximately two blocks from the scene of the crime. An ambulance was called and he was taken from the scene to a hospital. At the hospital, however, his actions seemed suspicious to a detective assigned to the institution and the man was identified and arrested as the robber.

*Boston Crundel, 5/5/66,  
Bufile # 63-4296-5.*

## ESCAPE INTO THE ARMS OF THE LAW

Police in an eastern city learned of bookmaking operations in two private residences. One of the houses was in open country where a raiding party would easily be spotted before it reached the door.

In order to reduce the possibility of having valuable evidence destroyed, detectives from the prosecutor's office first raided the other residence, then anonymously telephoned the house in the open field and informed its occupants that the first house had been raided.

The bookmakers immediately gathered up all their illegal paraphernalia and ran out the door to their vehicles. Arresting officers met them and took the evidence from their arms. *Newark Crundel,  
12/29/65, Bufile # 63-4296-31.*

### SPECIAL ASSIGNMENT

A young police officer, while undergoing training at the San Francisco, Calif., Police Academy, was selected for a special undercover assignment. In preparation for the assignment, he was given instructions in narcotics traffic and taught the language utilized by marihuana users.

His instructions completed, and playing the part of a leather-jacketed hoodlum, the officer moved into a cheap hotel in a district believed frequented by narcotics users.

During the 4-month tour of duty, he successfully infiltrated the narcotics underworld by frequenting bars, pool halls, and hangouts of narcotics pushers, making numerous purchases of heroin. This infiltration resulted in the arrest and indictment of 27 individuals for narcotics violations and the issuance of warrants for the arrest of 14 others.

His assignment terminated with his testimony before a local grand jury.

*San Francisco Crundel,*

**FBI Law Enforcement Bulletin**  
*5/26/66, Bufile # 63-4296-4*

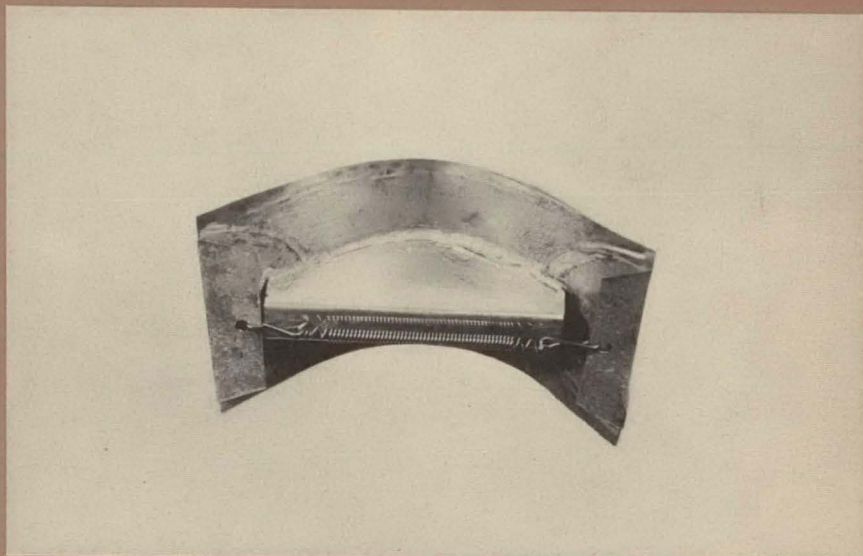


# INVESTIGATORS' AIDS

## PALM PRINTING OF THE DECEASED

Kenneth D. Hansen, identification officer, Kansas City Police Department, Kansas City, Kans., has developed an instrument for palm printing deceased persons. The printing surface is made of a thin piece of stainless steel  $4\frac{7}{8}$  inches wide by  $8\frac{3}{4}$  inches long. This is arched slightly and a metal handle soldered to the side underneath the curved printing surface.

A piece of white paper is placed on the arched surface and held in position by two metal clamps attached to each end of the instrument. A small spring connecting the clamps provides the pressure to keep the paper in place. The palm print can then be taken with a minimum of difficulty.



Instrument for taking palm prints of deceased persons.

*Let from Kenneth D. Hansen, Ident. officer, Kansas City, Kansas, PD,  
4-28-66*

## NOISY OPERATION

Thieves stole a new pickup truck from a car dealer in a suburban shopping center and drove the vehicle to the front of a store. Here, they backed the truck through two plateglass windows, wrapped a heavy chain around a safe, with contents valued at \$3,000, and pulled it outside. Without stopping they dragged the heavy safe more than a mile through a heavily populated area until a weak link in the chain gave way and the safe tumbled into a nearby yard.

Police were alerted by a caller who told them that somebody had just lost a safe in his front yard.

Officers had no trouble tracing the route the would-be thieves had taken.

*Personville Crimdel,  
7/26/66, Bufile #63-4296-63.*

## REFLECTORIZED TAGS

One recent advancement in highway safety is the use of reflectorized license plates. Adopted by 24 States, these plates are highly regarded as a major factor in preventing nighttime collisions involving parked vehicles.

*Michigan Police Journal  
Page 7.*

## PLAYING IT BY EAR

A technique reportedly used by some numbers writers when entering new territory is to place a pencil behind the ear. This is a sign to the gambling element in the area that such a person will accept numbers bets.

*NFO Crimdel, 6/23/66,  
Bufile # 63-4296-53.*

## A GRAIN OF EVIDENCE

During a recent theft from interstate shipment investigation, a suspect was being interviewed concerning his whereabouts at the time of the crime which involved the subject's boring a hole in the bottom of a railroad boxcar, allowing the shipment of wheat to pour out into containers. The suspect denied any complicity or knowledge of the theft. During the interview an officer noticed a fragmentary piece of material in the hair of the subject. Laboratory examinations established the material as having all the characteristics of a grain of wheat. The suspect's sole comment upon being confronted with this evidence was, "Don't go against the grain."

*New Orleans Crimdel,  
7/18/64, Bufile # 63-4296-33.*



# CRIME PROBLEMS

*look to*

# ENFORCEMENT OFFICIALS

As the incidents mount and law enforcement officer is duty they arise, using split-second judgment received and on the common spotlight of public scrutiny, h and "second-guessers." Expe quite so perfect as 20-20 hindsight.

In an effort to give some final problems, the Bulletin has called throughout the country and on these vital issues. Special request that the survey be limited in scope contacted. It is believed our of these officials.

*Those contributing to this*  
**Louis, Mo.; Chief Harold A.**  
**Hawkinson, Minneapolis, Minn.**  
**City, Mo.; Chief John B. Layton,**  
**Liu, Honolulu, Hawaii; Chief**  
**Commissioner Edmund L. Mc**  
**Ramon, Seattle, Wash.; and C**

*The departments supervise  
ing more than 1,200 square  
safety and welfare of more th*

A set of 14 questions was designed in topic matter from the possible state of law and



Set forth in chronological order are the questions asked the police executives, followed by a summary of their responses:

**Question No. 1: (a) What is the most crucial problem facing law enforcement in the United States today?**

While all the police officials were greatly concerned by the massive crime problem, the majority suggested that the crucial issue facing law enforcement itself was the lack of public cooperation and support in fighting crime.

Chief Liu pointed out that "the declining respect for the rule of law and authority and the growing number of civil disobedience demonstrations reflect the apathy, indifference, and moral regression of our society."

Colonel Brostron commented that the "lack of understanding by the public impedes the efforts of the police officer and the effectiveness of his ability to do a good job."

Most of the chiefs emphasized that unless the public is made more aware of its responsibilities to law enforcement and is willing to demand and support effective law enforcement, the prevailing crime rate will continue to rise. The *big* problem then, as the officials see it, is not crime itself, but the lack of public concern to effectively fight crime.

**(b) What are the major obstacles in resolving this problem, and what positive action can police officials take to overcome these obstacles?**

All the officials agreed that apathy on the part of the public is the major

obstacle in resolving the lack of public cooperation and support.

Chief Layton stated that far too many Americans have only a passive interest in the problems of law enforcement. "Most individual citizens," he explained, "are too far removed from the problems and responsibilities of law enforcement to recognize the effect which poor law enforcement has on them personally."

In addition, the police executives listed a number of other obstacles which are of great concern to them and other officials throughout the country. These include ambiguity of court decisions, irresponsible parents, basic socioeconomic deficiencies, inadequate funds for salaries, training, and equipment, and others.

As to what positive action police officials can take to overcome these obstacles, the police chiefs, to a man, suggested a better public relations program so that the law enforcement story may be conveyed to the people. This goal, as seen by Commissioner McNamara, is for law enforcement to become a force in the community and to promote and sell "a good police-community relations program."

Chief of Police Short added that what is needed is "a program which will cause a general public awakening to the problems confronting law enforcement."

**Question No. 2: In your opinion, can the American public expect a leveling-off or perhaps a reduction in crime in the near future? Explain.**

Only one of the police executives gave an optimistic reply to this question. Chief Dill of Denver expressed the belief that a reduction in crime



may be imminent. He put it this way, "Yes, I think the public is aroused and demanding a reduction in crime because of the attention and information currently supplied."

Colonel Brostron held out some hope in his response. He said, "St. Louis has experienced a leveling off and a slight reduction in crime this year. It is too early to tell if this is a definite trend or merely a lull in the increase."

Here are the views of the others who feel the height of lawlessness has not yet been reached:

**Superintendent Hawkinson:** "In my opinion, the American public should expect a continuing increase in crime for the future. The legal climate is all in favor of the criminal, and his rights are strictly protected, as they should be, but nobody, except those in law enforcement, has any consideration for the public's right to public peace, tranquility, and freedom from fear. I expect that when conditions get so bad that the public will insist on change, then the pendulum will swing perhaps too far the other way."

**Chief Kelley:** "There are no grounds presently for optimism of this nature. The basic situations that create crimes are not likely to be alleviated in the near future. Increasing urbanization and the resultant indifference and apathy on the part of the public cultivate a fertile field for the development of crime. Sociological and economic problems must be resolved before any appreciable reduction in crime can be realized."

**Chief Layton:** "There is too much momentum in the wrong direction. The largest percentage of crime is committed by young persons. In the United States today about 50 percent of the persons are under 25 years of age. This percentage will become much larger each year for many years to come, and since there will be more young persons, there will be more

*"If the loose thinking now applied to criminal procedures in the area of arrest, interrogation, and trial is ever applied in toto to the field of traffic control, the carnage on the highways will probably quadruple."*

crime. Lawlessness cannot be condoned by the majority of society if we are to hope for a leveling off or a reduction in crime."

**Chief Liu:** "Considering conditions as they exist at present—the exploding population, continuing urbanization and its resultant congestion, the 'aids' afforded criminals by automobiles and highways across the Nation, the changing concepts of values and standards, and philosophies of justice—it is difficult to think that the American public can expect a leveling off or a reduction in crime in the near future. Unless the broken threads in the moral and spiritual fabrics of our Nation are mended, and the crime apathy and disregard for law and order displaced by the realization that ours is a government of laws and not of men, the future appears foreboding. We must maintain a rule of law and reestablish all that has made our Nation great."

**Chief Macdonald:** "I do not feel that the American public can expect a 'leveling off' or a reduction in crime in the near future because the police today are handcuffed by court decisions. There is too much concern for technicalities. It appears to me that, in many instances, the police are



Chief Ramon, Seattle.

being tried today instead of the criminal. Until the American public becomes aware and cares enough to do something in regard to this subject, I do not feel that we will see any reduction in crime. But, I have faith in the American people, and when there is enough pressure put on the politicians and the courts, something will be done about it. Until this happens, I feel crime will continue to increase."

**Commissioner McNamara:** "The American public cannot expect a leveling off or perhaps a reduction in crime in the near future. We can reverse the crime picture in this country only if we can stir our complacent citizens to an awareness that the law of the land is above any individual. All must abide by it. If we shortcut the law, we play a dangerous game which can only result in total defeat for all of us. If we destroy our system of government by law, we destroy our only means of achieving a stable society."

**Chief Ramon:** "Unfortunately, the answer must be in the negative. The opportunities to commit crimes and the rise in the type of actions or failures which become crimes increase annually. The attitude of the public



in accepting illegal behavior as not being morally reprehensible will, in opinion, increase the number of overall crimes."

**Chief Short:** "In my opinion the American public cannot expect a leveling off or a reduction in crime in the near future. I think that this would necessitate an abrupt change in the conduct of our courts and the revision of codes of criminal procedure in many States. It would also necessitate new interpretations and constitutional guidelines on the Federal level. I do not believe that we can expect all these things to come about in any short period of time, and until such a process does begin, I do not believe that criminals will be discouraged from engaging in criminal activity."

**Question No. 3: Name and discuss the most important single contribution the law-abiding citizen could make to help fight crime in your area.**

The panel of officials unanimously agreed that the most important single contribution the individual citizen could make would be to cooperate fully and unselfishly with law enforcement officials in fighting crime.

In emphasizing this point, Commissioner McNamara stated: "Criminality—like poverty, unemployment, and slums—is a community problem, not a problem for police alone. The police have the responsibility of preventing and suppressing crime and of solving crime once it has occurred, but the police cannot prevent every crime from happening nor solve every crime that occurs. The public must recognize its responsibility for conditions which breed crime."

Carrying this point further, Chief Ramon added, "Recognition by the individual citizen that violation of any law is a crime would eliminate for the most part illegal gambling, illicit sale of liquor, and prostitution. These

*"The method of gaining objectives by men rather than law is inherently undesirable and cultivates a disrespect for all laws."*

offenses are supported almost in their entirety by people who consider themselves to be law-abiding citizens."

Chief Kelley volunteered the observation that resistance to and interference with police during lawful arrests on the part of some people, as is being witnessed in most major cities today, are good examples of action which should not be condoned by the public. He suggests that the uncooperative attitude by persons being arrested in many instances is stimulated by sympathetic bystanders who jeer and attack police officers. This is an area, Chief Kelley feels, where law-abiding citizens should band together in a campaign to halt such conduct and demand proper and stern punishment for those who persist in violating the processes of law and order.

Although each official phrased his answer differently, the one predominant theme in their replies to the question was that public apathy and indifference must go, and a new spirit of cooperation with law enforcement must be engendered in the hearts and minds of all citizens if mounting crime problems are to be checked. Such a switch, they believe, would be a boon to the restoration of law and order and an improvement in law enforcement.



Chief Kelley, Kansas City.

**Question No. 4: What recruiting techniques have you found most worthwhile in attracting qualified applicants for your department?**

While the participating officials felt various programs, such as news stories, advertising, cadet programs, and career-day participation, were helpful as recruiting techniques, the most successful and most often mentioned "technique" was an intensive program of personal recruiting by members of the departments.

The consensus was that the individual policeman, through daily person-to-person contact and "word of mouth," is the most effective means of supplying applicants.

Colonel Brostron pointed out that the St. Louis department has had success with a policy which gives 5 days off to every officer bringing in a qualified applicant who is accepted and begins recruit training. Chief Layton mentioned that the Metropolitan Police Department in Washington, D.C., has realized good results by advertising a "walk-in" examination program which requires no prior application on the part of the prospective employee.





Chief Short, Houston.

All the chiefs reported that a major obstacle in recruiting personnel is law enforcement's inability to compete with industry and business in salaries and fringe benefits. Most of the departments face a critical shortage of qualified officer candidates. Chief Short stated recruiting will continue to be a problem until the police salary structure becomes more competitive and until law enforcement really attains a professional status in the eyes of the public.

**Question No. 5: A lot has been said about the lack of respect for law and order. Is this an increasing problem for your department? If so, name some of the causes as you see them.**

Only one official, Chief Dill, was able to give a negative reply to this inquiry. Chief Dill advised that the Denver community supports his department and that the lack of respect for law and order as yet has been no major issue in connection with the discharge of enforcement responsibilities.

Other areas of the country are not quite so fortunate, according to the remainder of the panel. Super-

*"I cannot believe that the American society will stand by while their judicial safeguards go down the drain and are usurped by high court decisions that seem designed to make crime pay."*

intendent Hawkinson observed that it is ironic that there is a decline in the respect for law and order at a time when enforcement agencies "are at their peak of efficiency, training, and honesty." He attributes this to a breakdown of respect for authority in all areas, such as the home, school, church, and government, as well as to a letdown of moral standards in human behavior.

"There has been too much emphasis on rights and not enough on duty and responsibility," Hawkinson stated. He also pointed out that much of the communication media is looking for the sensational and commercially salable presentations which depict individuals, whose positions entitle them to respect, in "a humorous, cruel, sadistic, bungling, inefficient, and weak light."

Chief Macdonald of Memphis brought up a significant and interesting point on this subject. He noted that police officers are actually being compelled by offenders to use more force to maintain the peace today than ever before in his 26 years with the Memphis department.

"I think," Chief Macdonald explains, "this stems from the civil disobedience philosophy which has

spread across the country, leading some people to believe they only have to obey those laws they happen to agree with and are free to defy those with which they disagree."

In essence, Chief Macdonald says, an erroneous picture is being painted of the police officer as an individual who is trying to take freedom away from the people, when actually he is merely trying to enforce the laws which have been established by the representative governments of the people.

To sum it up, most of the officials not only agreed there is a frightening lack of respect for law and order, but also felt this is an increasing problem.

**Question No. 6: Have baseless allegations of "police brutality" hampered the efficiency and productivity of your force? Could you give some reasons or points in support of your answer?**

In answer to this question, the panel of officials split. Chiefs Dill, Kell, Layton, Macdonald, and Short were of the opinion that baseless charges of police brutality are hampering the efficiency and productivity of their departments. They feel that baseless charges, in addition to being time consuming, damage the morale of the officers, and cause officers to be "less aggressive" in delving into suspicious and unusual circumstances. Probably more important, these chiefs emphasized that erroneous charges of brutality, when highly and emotionally publicized, severely damage police-community relations and negate any spirit of cooperation between the public and the police.

On the other hand, Chiefs Brostron, Hawkinson, Liu, McNamara, and Ramon suggested that when a good, honest investigation is conducted proving brutality charges to be baseless, the efficiency and productivity of their forces are, in their opinion, increased.



In this connection, Chief Ramon pointed out that recent false brutality charges against his department at first had a serious effect on the morale and operations of the police officers. However, he said there were no instances of actual misconduct by Seattle policemen as charged in the allegations and that the public support engendered by these baseless accusations has caused a favorable reaction which completely overcame and outweighed the initial adverse reaction.

Commissioner McNamara was in accordance with this view. He said, "Police officers are aware that at any time a complaint may be made against them, and they more or less accept it as one of the hazards of pursuing a career in law enforcement." McNamara added that many baseless complaints of police brutality are made by individuals who hope to receive favorable attention from the news media. He concurred that the time spent in investigating erroneous charges does, in the final analysis, affect the efficiency and productivity of a department to some degree, but he does not believe this has hampered the overall efficiency and operations of the Boston police.



Colonel Brostron, St. Louis.

*"The law of the land is above any individual. All must abide by it. If we shortcut the law, we play a dangerous game which can only result in total defeat for all of us."*

**Question No. 7: Do you feel that civil disobedience has been or, if continued on a wide scale, will be an influencing factor in the increasing crime picture?**

As veterans of long, outstanding careers in law enforcement and men who are familiar with crime causations, the panel was quick to label civil disobedience as an influencing factor in the Nation's crime problem. Here are the officials' individual responses to this question:

*"I believe in the emergence of justice and law and order in our form of government and feel that right will prevail."*



Commissioner McNamara, Boston.

**Colonel Brostron:** "I do not feel that civil disobedience can be continued. I cannot help but believe that it will be an influencing factor in the increasing crime picture since law-abiding persons, including churchgoers, are being encouraged in acts of civil disobedience."

**Chief Dill:** "Yes. It also breeds anarchy and is a threat to our way of life."

**Superintendent Hawkinson:** "I feel that civil disobedience will be an influencing factor in the increasing crime picture because of the climate it creates in the public as reflected in the courts, schools, business world, and similar areas. Although the offenses committed, if considered individually, are minor, when put together and given plenty of news media coverage, their influence is felt in many areas and causes many problems throughout the country. In my opinion, every time an act of civil disobedience takes place, law enforcement is hurt and crime and criminals increase and are encouraged. People have to obey all laws and not just the ones they feel like obeying, or eventually anarchy will result in this country."

**Chief Kelley:** "Unfortunately, civil disobedience is not new to this Na-



tion; only the intensity and organization differentiate it from other periods in our history. Incidents from early colonial days, such as Shays' Rebellion in Massachusetts and the Whisky Rebellion in Pennsylvania, through the spectacle of prohibition, have presented case histories in civil disobedience. Unfortunately, a philosophy has evolved to the effect that if a law is bad, disregard it rather than repeal it.

"Current civil disobedience takes two forms. The first is the 'peaceful' nonviolent demonstration philosophically based on Ghandi and Thoreau. This type of demonstration requires police manpower and great patience. When utilized by well-organized and motivated groups, it does not contribute to crime per se. However, it is difficult for poorly educated and unsophisticated groups to make the fine distinction between a demonstration and a riot situation.

"A far more dangerous type of disobedience is now being encountered. Mass violence and force, such as utilized in Watts, Harlem, Chicago, and other places, create a State of incipient revolution. The Anglo-Saxon concept of civil police in a democracy can only exist with the support and consent of those policed. Police departments have neither the manpower reserves nor equipment to deal with these situations.

"The real danger in civil disobedience is that it constitutes a redress of grievances outside the rules of society. The method of gaining objectives by men rather than law is inherently undesirable and cultivates a disrespect for all laws."

*Chief Layton:* "Yes, the theory that 'the end justifies the means' gives the impression that the disobedience of law is a just and acceptable thing. Civil disobedience is many times simply civil violation of law, and to condone it is to implant disrespect of law in the minds of the younger ele-



Nelson/Zellers Photo.

Chief Liu, Honolulu.

ment who follow the examples set for them by their elders and leaders."

*Chief Liu:* "Civil disobedience has been or, if continued on a wide scale, will be an influencing factor in the increasing crime picture. Any tolerated defiance of law will only encourage increasing disrespect for law, incite the participants into a challenging and rebellious attitude against all legally constituted authorities, and result in increases of crime activity."

*Chief Macdonald:* "I strongly feel that the civil disobedience occurring all over the country on such a wide scale is increasing crime today. Civil disobedience, to me, is a means which the criminal can use to commit crimes. It seems that where civil disobedience occurs, disrespect for law and order also prevails. As long as this condition exists, I do not expect the crime picture to improve."

*Commissioner McNamara:* "In my opinion, civil disobedience has been and will continue to be an influencing factor in the increasing crime picture, especially if the practice continues to spread.

"Today many leaders in the political, religious, educational, and other related fields advocate civil disobedience as a means to an end. Student

*"If there are no material changes in conditions affecting law enforcement today, it is inevitable that the state of law and order in our Nation 10 years from now will become chaotic."*

groups, civil rights groups, minority groups, and even locally formed groups supporting one cause or another have openly begun to practice it. Even the news media give favorable reporting to such happenings; as a result, law and order receives little or no respect.

"Another problem related to disobedience is that of the radicals and disloyal persons attempting to exploit every possible incident of civil disobedience in order to discredit our Nation, both at home and abroad.

"However, the worst danger of all is the effect this concept is having on the juvenile picture. The youths of today already have problems far greater than in years past—broken homes, disinterested parents, greatly increased personal freedom, easy access to motor vehicles, financial problems, educational problems, war-and-draft problems, etc. Add to these the theory that if a law or ordinance does not fall in with your beliefs, it should be broken, and you have a major crisis. It is not surprising that there has been such a rise in juvenile crime.

"The difficulty with civil disobedience today is that when the police act to uphold the law, they are criticized more often than those who



violate the law. Leaders from every walk of life are quick to place the blame for any failure of society entirely upon those whose duty it is to uphold the law. Until these leaders realize that good laws and strict enforcement of them are the basis for the way of life in this country, the police will be the target every time society fails to solve a problem."

**Chief Ramon:** "My answer would be academic only. There has been no disobedience as such in this jurisdiction. It is difficult to conceive how the continued preaching of a doctrine to large numbers of people that they are at liberty to disobey any law that they disagree with can fail to result not only in increased crime, but in substantial civil disorders."

**Chief Short:** "There is a very thin line between civil disobedience and criminal disobedience. Many times it is difficult to determine which title should be given to the disobedience at hand. Civil disobedience is encouragement for people to take what they want by force. It is a relatively simple matter for people to justify going a step further and engaging in outright criminal activity. It is my opinion that such conduct will certainly be an influencing factor in the increasing crime picture."

**Question No. 8: In your opinion, do court decisions which tend to favor the criminal at the expense of the public and actions by jurists who appear to search for error rather than truth have any bearing on criminal activities and the enforcement of law?**

"To me," Chief Short replies, "this seems to be a rather basic principle dating back to the child's hand in the cookie jar. It is certainly not my belief that crime can be stamped out by punishment alone. However, I am just as certain that light punishment, no punishment at all, or a judicial

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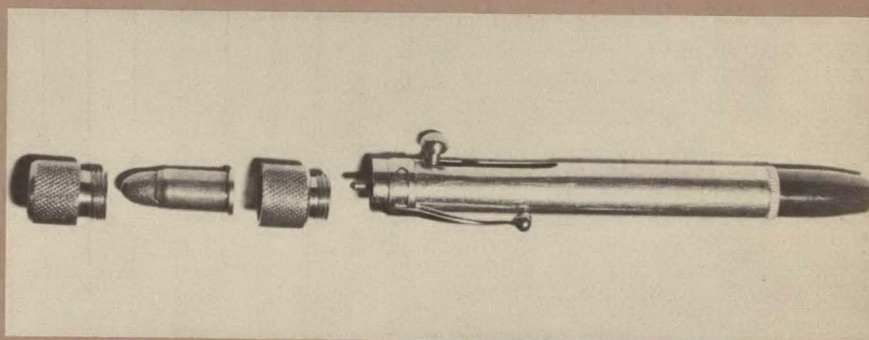
December 1966

# NATIONWIDE CRIMESCOPE

## DANGEROUS GADGET

In the search of a person arrested, police in a southern city discovered a device which appeared to be a common tear gas gun. Upon examination, the gadget was determined to

have been converted to fire a .32-caliber short cartridge. The improvised and dangerous weapon appeared to be effective at close range, but prone to explode.



Converted tear gas gun.

*Miami Herald, 6/2/66, Bufile 63-4296-29, Ser. 670*

## NOT THE TYPE

Escape plans of a man awaiting trial in connection with some 35 burglaries were foiled by an alert guard in a local county jail. The guard was also responsible for the arrest of a confederate who attempted to smuggle four hacksaw blades into the jail by gluing them between the inner soles of a pair of bedroom slippers for his burglar friend. A dime had also been concealed along with the hacksaw blades to be used by the prisoner to make a phone call to notify his friend where he could be picked up after he had gained his freedom.

The guard became suspicious of the slippers because of their newness and because he did not consider the prisoner the "bedroom slipper type."

*Baltimore Herald, 6/15/66, Bufile # 63-4296-3.*

## DOUBLE EXPOSURE

San Antonio authorities were baffled when a particular series of bad checks was being cashed by a different person each time. Regiscope photographs revealed the cashers to be of all ages and both sexes.

The mystery was solved when an alert cashier snapped the photograph of a woman in line and then the smiling face of an individual who had stooped over just as the first picture was being made.

Subsequent interrogation of the smiling subject revealed that he would conveniently drop his pencil and stoop to retrieve it just as the photograph was taken. All went well for him until he was "exposed" by the second exposure.

*San Antonio Herald, 3-11-66, Bufile # 63-4296-45.*



## DELAYED STEAL

A new type of con game has been developed which involves a fashionably dressed lady who enters an exclusive fur shop and selects a fur coat, offering to pay for it with a \$1,000 bill which has one of the edges torn off.

The woman acts very offended when the sales clerk takes the bill to have it checked by the store manager who verifies its authenticity. When the clerk returns, the customer grows more indignant by the affront, takes back her \$1,000 bill, leaves the store, and vows that she will spend her money at a competitor's establishment.

Much later the same woman returns to the shop and indicates that although she is still angry, she cannot find another coat she likes and has no other choice but to buy the fur she selected earlier. She offers a \$1,000 bill which to all appearances is the same one she presented to the clerk before. Later the manager discovers that the \$1,000 bill which the clerk accepted is actually a counterfeit which has an edge torn off in the same spot as the good bill.

*Cleveland Crimdel, 6-15-66,  
Bufile # 63-4296-11.*

## UPDATING THE OLD

When investigating FBI Agents found the stolen getaway car involved in a bank robbery, everything appeared normal upon casual observation. Closer examination of the license plate, however, showed that an old license plate had been placed over the current plate with a portion of the old one cut away so that the current year's tab was visible.

Apparently, the bandits felt they could not peel the tab off the current license and have it intact for application to the old plate.

*Los Angeles Crimdel,  
8/1/66, Bufile # 63-4296-26*

## PLANNED STRATEGY

A band of burglars with a flair for the dramatic chose an unusual means to remove police patrols from the scenes of the burglaries they planned to commit. Of the group, at least two were lookouts equipped with two-way radios. One of these lookouts would also have a bottle of whisky.

If a police patrol were spotted in the area and circumstances deemed it necessary, the lookout with the whisky would drink some of the liquor, pour some of it on his clothing, and deliberately let himself be seen by the officers. Pretending to be totally inebriated, he would drop the partially empty bottle of whisky to the ground when he was close enough to the patrol to be seen.

The police would arrest the man, take him to the station, and leave the others behind to carry on with the burglary. The next morning they would post bail for the lookout.

*Cincinnati Crimdel, 5/26/66,  
Bufile # 63-4296-10.*

## WRONG SWITCH

While examining an automobile suspected of being stolen, an FBI Agent observed a dealer's metal name tag, the type attached to new cars, in the trunk of the car. The metal name tag had been removed from the outside of the trunk and a paper one, bearing the name of a dealer in a different city, mounted in its place.

An interview with the dealer whose name appeared on the metal tag disclosed that the car was, in fact, stolen and had been missing for 6 months.

Additional investigation resulted in the arrest of an individual responsible for the theft. He had switched name tags as a means of eliminating any suspicion that the car was stolen.

*Pittsburgh Crimdel,  
3/1/66, Bufile #  
63-4296-39.*

(Continued from page 23)

system that does not seem to be seeking justice or truth will be encouragement for criminals to engage in criminal activity."

Chief Short's graphic response was echoed by practically all the panel members. Chief Macdonald recalled an instance in his city when a criminal with a record of more than 50 arrests was freed of a charge because the judge failed to sign the jacket and subsequently died before the matter was concluded.

How do the officers on the beat feel about these issues?

Superintendent Hawkinson offers this observation: "Many men retiring from our department tell me that it is too discouraging to be a policeman these days. When they become eligible, they retire rather than continue the increasing struggle. I have had criminals tell me that they employ every angle they can with lenient courts to avoid penalties for their crimes and they do not expect to serve time as most courts will turn them loose because of some minor technicality."

Further, Chief Ramon noted that in interviews with officers who have resigned with less than 10 years of service, he has found that one of the major reasons for their quitting was the continuing practice by lenient courts of sweeping aside good investigative efforts in freeing criminals on technicalities.

Colonel Brostron pointed out, however, that the U.S. Supreme Court's decisions are compelling reasons why all law enforcement agencies must constantly strive to elevate their standards of professionalism. Chief Kelley went further. He stated that while he doubted court decisions and actions by judges favored the criminal or had any bearing on criminal activity, he certainly felt they affected enforcement of law. He said most officers feel that courts are rendering



more and more decisions favoring the criminal over the rest of society. Kelley added, however, he seriously doubted that criminal activity, especially the violent type, is planned with an eye on legal decisions or actions of jurists.

**Question No. 9: Do the courts, civic authorities, news media, civic groups, and citizens in your area show any great concern over the increasing assaults and attacks against police officers?**

In the main, the replies to this question can be classified in the "Yes, but . . ." category. Most of the chiefs agreed "Yes," there is concern, "but" not nearly as much concern as there should be.

Here are their answers:

**Colonel Brostron:** "Yes. A number of news articles and programs have been written and aired about assaults on police. It is a common topic for various civic groups."

**Chief Dill:** "Yes. I think the public has a concern. Locally, we have not had a great increase in assaults against police officers."

**Superintendent Hawkinson:** "I feel that citizens, civic groups, and some civic authorities on an individual basis show concern over crime in general and indirectly over increasing attacks and assaults on policemen. We have had instances where police officers in difficulty requested assistance from citizens or asked them to call for additional police and the citizens turned their backs or watched without helping. Slowly, people are getting concerned, but on the whole, they feel police work is the officer's job and responsibility, so why doesn't the officer do the job without bothering the citizen?"

**Chief Kelley:** "Not only do courts, civic authorities, news media, and civic groups show concern over the increasing assaults and attacks against police officers, but the Legislature of

*"I would like to see the courts take a strong stand in dealing out punishment when a policeman is assaulted in the line of duty. They take the attitude that this is one of the so-called hazards of the job."*

Missouri passed a bill during its last regular legislative session which makes the attack on a peace officer while he is performing his duty a graded felony. Since this law has become effective, a number of such cases have been filed and either guilty pleas or convictions obtained in a large percentage of the cases. It has also been noticed that, if nothing else, a great deal of lipservice is given to the lot of policemen in these trying times."

**Chief Layton:** "There does not appear to be any appreciable surge of interest over the increasing assaults and attacks against police officers beyond that consistently shown by certain law enforcement-conscious individuals and groups in the community. However, when individual officers are seriously injured in the performance of duty at the hands of a criminal, they usually receive sympathetic press response."

**Chief Liu:** "There are some indications of mild concern. This lack of sufficient concern was recently evidenced when no public support was given a bill in the legislature to make the offense of aggravated attack on a police officer a felony. However, a brief but intense concern was mani-

festated in the cases of murders of policemen and serious injuries resulting from brutal attacks."

**Chief Macdonald:** "Today, I think the civic groups and the citizens in our community are showing more concern than they did this time last year. However, I still feel we have a long way to go. I would like to see the courts take a strong stand in dealing out punishment when a policeman is assaulted in line of duty. They take the attitude that this is one of the so-called hazards of the policeman's job, so policemen should expect to be assaulted. This is wrong, and the only way it will be right is for citizens to stand up and let the courts and the news media know their feelings. This situation is also one of the many reasons we are having such a hard time recruiting good personnel today."

**Commissioner McNamara:** "Other than showing a cursory interest in assaults and attacks on police officers, civic authorities, news media, civic groups, and citizens display little evidence that they are greatly concerned with problems other than their own."

"The interest of most jurists depends upon the severity of the attack."

"Assaults without actual physical injury are usually considered part of a



Chief Macdonald, Memphis.



police officer's lot in life. The justices of our courts, almost without exception, appear to adequately handle defendants who perpetrate vicious assaults on officers or actually cause physical injury to our officers."

**Chief Ramon:** "Yes. Fortunately, the officers in this area of the Nation have not been subjected to the volume or extent of physical assaults as those in some areas. In those instances where police officers have been assaulted, the public position has been that of outrage, and the courts have dealt adequately with the offenders."

**Chief Short:** "We find an awareness and what we could reasonably assume is concern on the part of civic authorities, news media, civic groups, and citizens in this area over the increasing assaults and attacks against police officers. However, we do not find that this concern extends over into the courts to the extent that it stimulates deterrent measures against such activity."

**Question No. 10: Do officers of your department generally find the law on arrest, search, and interrogation reasonably clear on what it demands of the officer and what it permits him to do?**



Chase Ltd. Photo, Washington, D.C.  
Chief Layton, Washington, D.C.

Most of the panel agreed that they felt the law on arrest, search, and interrogation was generally unclear to the individual officer. One cause which contributes to the confusion, they believe, is court decisions which seem to be conflicting and ambiguous and which change procedures so rapidly that the average police officer cannot be certain as to exactly what the policies and guidelines are.

Chief Ramon mentioned that it is not surprising that the officer's view of the law is unclear when "the interpretation and application of the law varies widely even among judges on the same court bench."

Even those officials who stated they feel the law is clear to the individual officers in their departments added that confusion does arise. Practically all the chiefs were of the opinion that there still exists a need for clarification and guidance by the courts as to what the officer is and is not to do.

The big problem, as most of the chiefs see it, is that in the recent past there have been so many court decisions affecting police operations in the field of arrest, search, and interrogation that the officer no sooner learns one set of rules when he finds that a

*"Clogged court systems have developed 'bargain-counter' prosecution procedures, and filled court calendars have delayed justice to the point that professional criminals may commit dozens of additional crimes while awaiting trial on some easily provable charge."*

more recent ruling has changed the guidelines and he must now confine his actions to another interpretation.

**Question No. 11: (a) Is there, or is there not, a substantial fear among officers of civil suit damages resulting from illegal arrest and unreasonable search? (b) If the answer to (a) is "yes," does the fear sometimes result in officers' doing nothing under circumstances in which they formerly would have acted?**

The panel again divided on this question. Chiefs Brostron, Kelley, and Short answered in the negative. Chiefs Macdonald, Dill, and McNamara believed that there is a substantial fear among their men. While Chiefs Ramon, Layton, Liu, and Hawkinson felt that although there is no substantial fear, the men in their departments have some apprehension or "mental hazard" stemming from the fear of a civil suit against them.

Those chiefs who answered in the affirmative felt that this fear sometimes results in officers' not taking positive action under circumstances in which they formerly would have acted. Chief Ramon stated that "in spite of an insurance policy supplied by the city which makes an officer's personal finances immune from judgment if he acted in good faith, . . . the nuisance and vague fear of lawsuits deter officers from taking the indicated action at arrest incidents."

Generally, it was agreed that it would be "naive to suggest that the impact of recent court decisions has not influenced the positive kind of police action we expect of an efficient officer."

Even though there may be substantial fear of civil suits by law enforcement officers throughout the Nation, Superintendent Hawkinson no doubt spoke for every dedicated police officer when he vowed that as long as



good thorough investigations aimed at establishing the validity of brutality charges are conducted, "police officers will continue to do their duty no matter what the consequences might be."

**Question No. 12: What do you think the state of law and order in our Nation will be 10 years from now if there are no material changes in conditions affecting law enforcement as they exist today?**

Although the future may look bleak, there is a ray of hope in most of the responses to this question. Most of the chiefs saw a chaotic condition for law enforcement and our country 10 years from now unless some material changes are forthcoming. However, as will be noted in the replies, many of them voiced the opinion that the American public is already becoming fed up with rampant crime and that public opinion will continue to swing against criminal activity. Here are the answers:

*Colonel Brostron:* "I believe in the emergence of justice and law and order in our form of government and feel that right will prevail."

*Chief Dill:* "It will deteriorate, but I think the public is more aware of the problem than ever before and will demand law and order."

*Superintendent Hawkinson:* "The state of law and order in 10 years is difficult to predict, but I feel the crime rate and criminals will increase before the turning point is reached, when the public refuses to take any more and reverses the trend with proper support of law enforcement. Many changes will take place in that period of time, especially in the use of computers to preserve all our records and make them readily available. I feel that this Nation will never be conquered from the outside

but could weaken and fall from the inside. The people will have to get back to respect for law and order."

*Chief Kelley:* "The state of law enforcement in the Nation will be in very serious difficulty unless there is a considerable increase in the parental training and discipline of children in respect for their government and its laws and in regard to the basic concept of the rights of others. Also, there must be a more strict application of punishment and rehabilitation procedures by juvenile and other courts and related agencies, plus a general increase in the number of law enforcement officers over the Nation. The latter can be accomplished only by providing salaries and benefits adequate to attract and retain the very best caliber of men qualified for the law enforcement profession."

*Chief Layton:* "There certainly is no basis on which the American public can expect a natural leveling off or reduction of crime in the near future. There are too many factors which favor a continuing upward surge for anyone to anticipate a reduction in crime rates. Population changes alone, with an ever-increasing proportion of our population in the age groups where criminality is prevalent, and with the continuing movement from rural to crime-prone urban living, would indicate continued increases in crime. Add to this such factors as the increasing restrictions on police authority and the increasing problems imposed on law enforcement by contemporary social upheaval, and it becomes readily apparent that the natural tendency will be for crime to continue to increase.

"This is not to say, however, that reduction of crime is unattainable. Our experience in this city with improved patrol methods during the past year leads me to believe that we can achieve a lowering of crime rates despite the handicaps under which we

must now operate. The achievement will not be an inexpensive one, but, given the manpower, given the training, given the modern equipment and the modern techniques, I believe that it is attainable."

*Chief Liu:* "If there are no material changes in conditions affecting law enforcement today, it is inevitable that the state of law and order in our Nation 10 years from now will become chaotic, and perhaps even lead to anarchy."

*Chief Macdonald:* "If there are no material changes affecting law enforcement in the next 10 years, then I have no doubt that this country will see crime on the rampage and that chaos will rule. That is why I strongly suggest that the police officer of today, who is the first line of defense, be backed up to the limit."

*Commissioner McNamara:* "With an anticipated population growth in this city of approximately 10 percent during the next 10 years and with a substantial increase in the proportion of juveniles, even with an increase in family income, there is no reason to expect an improvement in the state of law and order during this period if there are no material changes in other conditions affecting law enforcement. However, I feel that there must be material changes if we are to remain a sane society. I feel that all sections of our Nation are in a similar situation."

*Chief Ramon:* "One of two things. We will either have the largest number of highly paid policemen in the world's history, or, almost complete chaos. The present trend, if continued, would appear to be going back to the days of the western frontier when each man took the actions necessary as an individual to protect his own life and property. Increasing the number of police officers and paying them higher salaries, but then continuing to restrict and limit their ability to act, will mean only that they



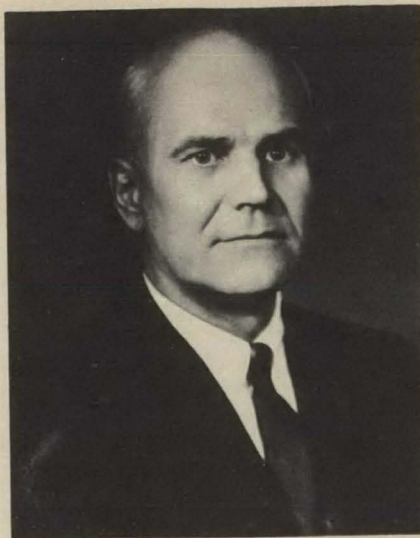
can protect themselves and their families and no one else. If by any chance the loose thinking now applied to criminal procedures in the area of arrest, interrogation, and trial is ever applied in toto to the field of traffic control, the carnage on the highways will probably quadruple."

**Chief Short:** "In view of our rising crime rate of the past 10 years, and if there are no material changes in conditions affecting law enforcement in the next 10 years, I predict that we will have a Federal police force and that there will be a constant war between the police force and the criminal element. I cannot believe that the American society will stand by while their judicial safeguards go down the drain and are usurped by high court decisions that seem designed to make crime pay. Nor do I believe that the American people will tolerate a Federal police force. I choose to believe that there will be a public awakening and public opinion will swing against crime and the criminal. I think at that time we will see a change for the better in this Nation."

**Question No. 13: Is the easy accessibility of firearms a serious problem in your area? If so, do you have any observations on what action is needed to overcome the problem?**

All but one of the officials felt that the easy accessibility of firearms is a serious problem in their respective areas. The lone dissenter was Chief Dill who sees the basic problem in terms of "people, not firearms."

An interesting example of the problem caused by the easy accessibility of firearms was described by Chief Ramon: "In the past 4 years, the State legislature preempted the field of control over short firearms and removed any reasonable control over who may purchase or carry a short firearm. There have been several instances of homicide committed within 30 min-



Superintendent Hawkinson, Minneapolis.

utes of the time a short firearm was purchased by a person who would not have been granted a permit to purchase one under the former legislation."

While the participating officials were almost unanimous in their opinion that easy accessibility of firearms is a serious problem, they offered several different suggestions to check this problem. Five of the officials urged legislation on the Federal level to control the easy accessibility of mail-order weapons, to regulate the interstate transportation of firearms, and to prohibit the importation of military weapons. Chief Layton, who specifically views the problem as the easy accessibility of handguns, stressed that the criminal who possesses a firearm will not relinquish it merely because the law prohibits possession. He felt, therefore, that the best deterrent to the use of a firearm in a crime would be "mandatory imposition of a maximum sentence upon conviction of a crime which involved the use of a firearm." Chiefs Liu and Short shared Chief Layton's view in this regard. Several of the officials called for a local permit system that would guarantee that only responsible individuals could obtain

*"In my opinion, every time an act of civil disobedience occurs, law enforcement is hurt and crime and criminals increase and are encouraged."*

firearms and also for stricter enforcement of laws pertaining to the illegal carrying of concealed weapons.

**Question No. 14: Comment on any other issue not covered in the above questions which you consider vital to law enforcement.**

Not all of the officials responded to this question, but those who did offered excellent comments and ideas.

While it is not possible to include the entire response of each officer who answered the question, a brief outline of some of the observations and suggestions follows.

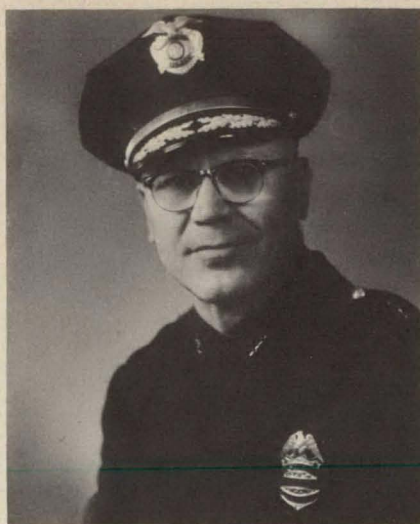
Colonel Brostron stressed that each police officer should emphasize that the fighting and suppression of crime are a "total community responsibility." Chief Dill pointed out that there are few shortcuts to the problem of reducing crime other than intelligent and dedicated policemen.

Superintendent Hawkinson called for more effort by law enforcement in ridding communities of all forms of vice. He said, "The tone of law enforcement in any locality is set by the quality of vice enforcement."

"There is a crying need for greater cooperation," Chief Kelley stated, "in



*"I think the public is aroused and demanding a reduction in crime because of the attention and information currently supplied."*



Chief Dill, Denver.

communication among our local, State, and Federal police agencies. The leadership of the FBI in this area has been noteworthy and should be followed by all of us."

Chief Liu mentioned recent court decisions which place more burdens on the arresting officer, specifically, the necessity of providing an attorney for a suspect before he is questioned. "In essence," he said, "it precludes all investigations of crimes that are not witnessed."

Chief Liu also urged serious consideration be given to divorcing traffic enforcement work from the police. He felt such a move would help to improve community-police relations since a great deal of the public resentment against police stems from the enforcement of traffic regulations.

Chief Layton called for action to tighten the processes for handling those criminals who are apprehended by the police and brought before the courts for prosecution. He pointed out that while there is a widespread belief that most criminals are punished for their crimes, the fact is that a criminal can obtain the proceeds of crime with a relatively good chance that he will escape punishment.

"Clogged court systems," Layton

explained, "have developed 'bargain-counter' prosecution procedures, and filled court calendars have delayed justice to the point that professional criminals may commit dozens of additional crimes while awaiting trial on some easily provable charge."

He concluded that if a full measure of justice is to be achieved for all citizens, increased resources must be made available to the courts and their officers as well as to the police agencies.

Communications on all levels were stressed by Chief Macdonald.

"I was glad to hear about the new National Crime Information Center being established by the FBI," Macdonald said. "I feel the FBI's new computer system will be of great help to law enforcement agencies throughout the country. We must keep stride with progress."

Chief Ramon said that the close-knit coordination of law enforcement throughout the Nation must be continued and expanded. "The FBI for many years," Chief Ramon pointed out, "has occupied a position of eminence in this field." He urged that the flow of information, the exchange of services, and the exchange of procedural matters be increased.

## SHORT-CHANGE ARTISTS

Small businessmen in a large western city were warned to beware of short-change artists who have been operating in their area. There were 24 short-change incidents in the area within a 2-week period.

According to the victimized dealers, the suspects generally used a \$20 bill in order to make a purchase of \$1 or less. The whole scheme is based on the idea of using the change from the \$20 bill and asking the store owner or attendant to exchange this for different size bills. While the various bills are being exchanged, the short-change artist does his best to confuse the attendant, and as a result, the clerk or attendant winds up losing \$5 to \$10.

Operating mainly in service stations or small drugstores or markets, and using various devices of confusion, the short-change artists work so fast and efficiently that shortages are usually not discovered until the cash registers are totaled at the end of the day. *Salt Lake City criminal,*  
7/22/66, Bufile #63-4296-44

## SIDESTEPPING THE LAW

An ingenious and lucrative trade in marihuana smuggling was brought to a halt recently in a Brazilian penal agricultural camp.

Authorities had for some time noted that some of the shoes purchased and brought into the camp for the inmates' use bore a rather heavy black mark across the sole. The shoes had never been closely examined, however, until an inmate informed penal authorities that shoes so marked had deposits of marihuana hidden in the hollowed-out heels. With this discovery other objects were more closely examined, and the drug was found in a number of objects such as picture frames, ashtrays, etc.

*Rio de Janeiro criminal,*  
4/18/66, Bufile #  
63-4296-205.



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## TO CATCH A KILLER

During the hunt for the killer of a 74-year-old widow in an English town, fingerprints of more than 12,000 men were taken. A man identified as a result of this effort was arrested, tried, and sentenced to life for the murder.

Later, all the other fingerprints taken in the investigation were publicly burned at a papermill near the city. *London Criminal,*

*8/4/66, Bufile # 63-4296-241.*

## ACCIDENT PREVENTION

A law was passed in Connecticut in June 1965 which called for the suspension of the driver's license of any teenager who is caught driving a car containing alcoholic beverages. Since the law went into effect, roughly 850 teenagers have received such summonses; of these, a little more than 550 have had their licenses suspended.

One encouraging note is that the number of repeaters has been minimal. Apparently, the prospect of losing a driver's license for from 30 to 60 days has been a deterrent factor.

The Commissioner of Motor Vehicles made it a requirement that at least one parent accompany a teenager to the departmental hearing, and this is being observed as much as possible. Unless there is a serious reason for the parent's absence, the hearing officer will not proceed with the case but reassign it for another day. *New Haven Criminal,*

*8/3/66, Bufile # 63-4296-32.*

## FROM WRECKS TO RICHES

Car thieves frequently acquire a legal title by purchasing a wrecked car, then stealing another of the same make and model and switching title identification numbers to conceal the evidence of their wrongdoing.

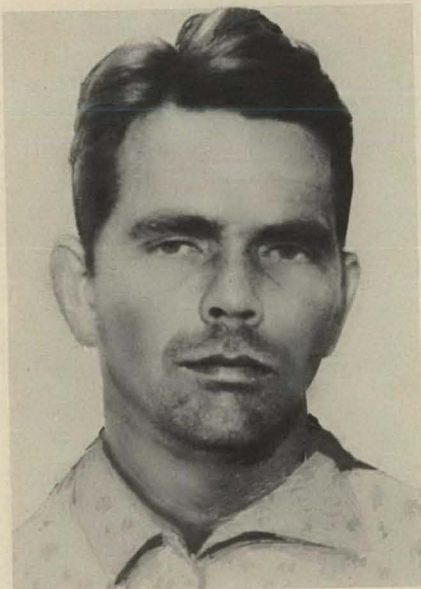
To further make identification difficult, some not only follow this procedure but separate the frame and body of the two cars, place the stolen body on the frame of the wrecked car, and produce a perfectly salable auto matching the legal vehicle identification.

If a motor number has also been recorded on the title paper, the motor is replaced, giving the car the appearance of being legitimately rebuilt. Additional profits may be acquired by selling the unused parts of both vehicles to junk dealers.

*Newark Criminal, 6/21/66, Bufile # 63-4296-31.*



# WANTED BY THE FBI



**DELWIN JEAN ABBOTT, also known as: Del Jean Abbott, Joe Cowan**

## Bank Robbery

DELWIN JEAN ABBOTT is currently the object of a nationwide manhunt by the FBI for bank robbery.

## The Crime

Abbott allegedly was one of four men involved in the holdup of a Studio City, Calif., bank in which \$1,432 was obtained on May 17, 1965. The other individuals charged in the robbery have been apprehended, but Abbott has reportedly fled the State of California. A Federal warrant was issued June 9, 1965, at Los Angeles, charging Abbott with bank robbery.

## The Fugitive

Delwin Jean Abbott has been convicted of grand larceny and burglary.

In the past, he has worked as a painter, leather and wood worker, fisherman, and dry cleaner. He also is reportedly a pool hustler.

## Description

Age ----- 35, born June 16,  
1931, Lake Charles,  
La.  
Height ----- 6 feet.  
Weight ----- 150 to 160 pounds.  
Build ----- Slender.  
Hair ----- Brown.  
Eyes ----- Hazel.  
Complexion ----- Medium.  
Race ----- White.  
Nationality ----- American.  
Occupations ----- Painter, leather and  
wood worker, fisherman, and dry cleaner.

FBI No. ----- 333, 901 B.

Fingerprint classification.

18 M 27 W IOM 7 Ref: 28  
L 4 W OIM 4

Abbott may be armed and should be considered dangerous.

## Notify the FBI

Any person having information which might assist in locating this fugitive is requested to immediately notify the Director of the Federal Bureau of Investigation, U.S. Department of Justice, Washington, D.C. 20535, or the Special Agent in Charge of the nearest FBI field office, whose number appears on the first page of most local telephone directories.

## TWO MEN NORTH OR ONE COW SOUTH?

A man known to be a smuggler of cattle across the Canadian border allegedly tied overshoes (toes to the rear) on the 4 feet of a cow and walked the bovine across the international boundary line. The tracks left in the snow gave the appearance of two men having walked in the opposite direction of her travel.

*Boston Herald, 6/30/66  
Bufile # 63-4296-5.*

## SHOOTING IN COLOR

Owners of gas stations in the North Wales area of Great Britain have found a rather unique means of combating holdups at their places of business.

Women are hired at many of the gas stations as attendants, and they have been armed with small guns containing an indelible green dye which, it has been reported, takes about 2 weeks to wear off the skin. The women attendants have been given the order from their employers, when held up, to "shoot to dye." *London Herald, 1/14/66, Bufile # 63-4296-2*

**FBI Law Enforcement Bulletin**

U.S. GOVERNMENT PRINTING OFFICE: 1966 O-235-537



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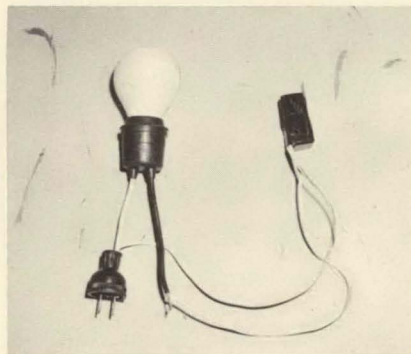
## BURGLAR TRAP

A burglar alarm recently constructed by a police officer is currently being used in several large buildings in a southern city.

The "rat trap" burglar alarm, as it is called, consists of a microswitch (essential component) to which are attached two wires, one running from the switch to a wall plug, the other to an outside light socket. The outside light socket of heavy duty construction is rubber encased.

The microswitch is firmly attached to the wall approximately a foot from the leading edge of the doorway to the room where the safe is kept. A rubber band, to which is attached a

length of No. 50 black sewing thread, is looped over the steel spring on the



Burglary device constructed from a microswitch, light socket, and wall plug.

switch, pulling the spring toward the switch, the thread taut, and closing the circuit to the outside light socket. The light then is out. The other end of the thread is attached to a small nail on the other side of the doorway.

An intruder entering the doorway breaks the thread stretched taut across it, the steel spring is directed away from the microswitch, thus opening the circuit to the outside light and turning it on. The light shines with a very noticeable orange glow—which cruising patrolmen watch for during their tour of duty. The glow is an indication that the "rat trap" has been sprung.

*Knoxville criminal, 6/13/66, Bufile #63-4296-24.*

## SHADES OF THE OLD WEST

With the increase of rodeos in their State, Arizona law enforcement officers have warned that the law in Arizona specifies that any person riding an animal or driving an animal-drawn vehicle upon a roadway shall be granted all the rights of the road. At the same time, however, that person shall be subject to all the obliga-

tions applicable to the driver of a motor vehicle.

The superintendent of the motor vehicle department recalls that not so long ago a cowhand whooped it up a bit too much and left it up to "Old Paint" to get him home.

But the cowhand had difficulty staying in the saddle and received a ticket for drunken driving! And the court made it stick!

*Phoenix criminal, 4/1/66, Bufile #63-4296-38.*

## TERROR IN THE STREETS

During the first 3 months of 1966, 450 women were criminally attacked in the city of Paris, France, 55 percent more than in the same period in 1965.

For the most part the attacks were in the low rent or slum sections of the city, although one of the streets listed is the famous Champs-Elysees.

*Paris criminal, 7/22/66, Bufile #63-4296-231.*



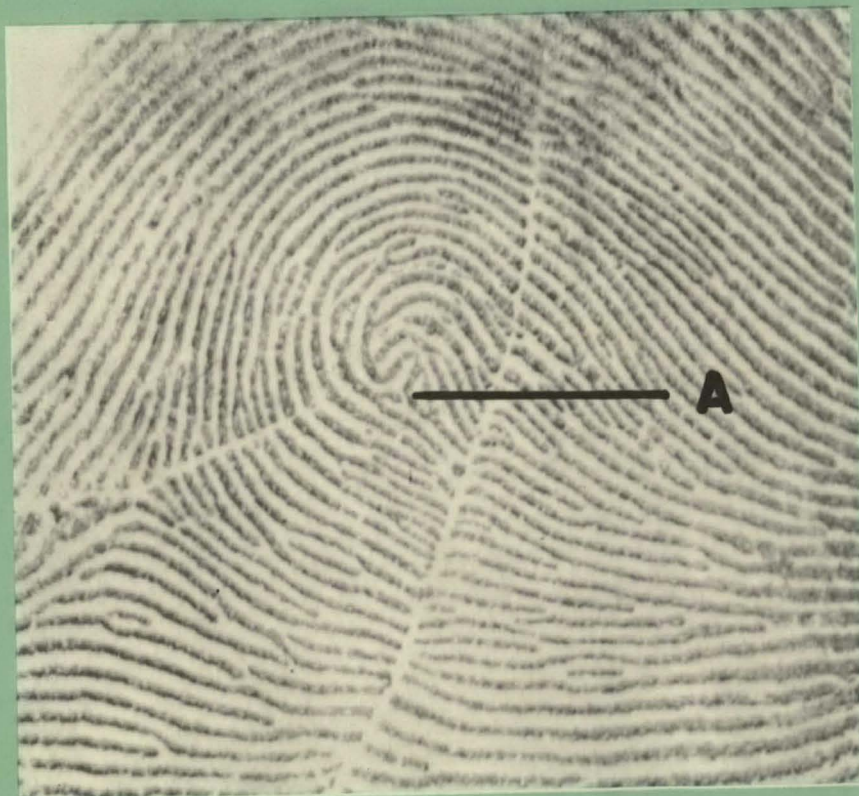
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WASHINGTON, D.C. 20535

**OFFICIAL BUSINESS**

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## QUESTIONABLE PATTERN



The questionable pattern presented for consideration this month is given the preferred classification of a loop with 14 ridge counts. Inasmuch as there is the possibility of a second delta being formed at point A, this pattern is referenced to an accidental-type whorl with an outer tracing.