



# FBI

## *Law Enforcement*

### BULLETIN



Vol. 30, No. 5

May 1961

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

# FBI Law Enforcement Bulletin

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United States Department of Justice  
Federal Bureau of Investigation  
Washington 25, D. C.

May 1, 1961

TO ALL LAW ENFORCEMENT OFFICIALS:

With the approach of vacation time for our schoolchildren when they will be enjoying happy, carefree hours, it is doubly important that all parents once again emphasize to their youngsters the menace of the child molester.

While it is distasteful to intrude upon young people's innocent thoughts with the evil which these monsters represent, the ghastly crimes of which child molesters are capable and the too-frequent headlines of another child fallen victim to their lust make this unpleasant parental task vitally necessary.

It is indeed encouraging that parents, school officials, law enforcement agencies, and other civic-minded groups have responded as they have recently to the dire need for educating children to this danger. For instance, over 10 million posters of the type printed on the inside back cover of this issue of the Law Enforcement Bulletin have been requested from the FBI to use in warning youngsters against sex fiends. Many police agencies have made special projects of alerting parents and pupils in their communities. Meanwhile, parents' committees have established safeguarding procedures such as designating certain homes along school routes where youngsters may seek assistance should they be accosted by strangers.

There is still much work to be done, but these are the types of activities which should continue to mount until they gain nationwide interest and momentum.

At the same time--while citizens are doing their part--it is only fair to ask the courts and parole and probation authorities to insure that sex maniacs are not turned loose on society. There recently came to the attention of the FBI a case in which a sex deviate committed acts of indecent exposure before two sisters, neither yet in her teens. There was some disagreement among the attorneys of the prosecutor's office as to whether it would be better to defer prosecution in favor of administrative action by the offender's employer, especially since there was the possibility that a court appearance might have an adverse emotional effect upon the young girls. The



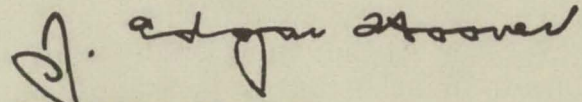
proponent of the more vigorous prosecutive approach won out, however, and although the deviate indicated he would demand a jury trial, he pleaded guilty and was thereupon sentenced to a 5-year prison term. This case is cited as an example of how forceful action by prosecutor and court removed from society at least one more potential killer of young victims, whereas the more lenient approach would have released him to perhaps commit a crime possibly more horrible than that for which he was imprisoned.

The foul history of Donald L. Payne, who was added to the FBI's list of "Ten Most Wanted Fugitives" on October 6, 1960, reveals the leniency shown to this type of criminal. Here is his sordid score: Separate convictions for raping two girls, 9 and 15; conviction for perversion upon 10-year-old boy and charge of perversion upon a woman; and, as a "Top Ten" fugitive, charged with allegedly raping an 18-year-old girl and reportedly perpetrating a vicious sex attack on a boy, 12 years old. His "punishment" includes two paroles, two commutations of sentences, one escape, and one attempted escape from prison!

There are too many instances where children have been atrociously assaulted by criminals paroled time and again after having already committed similar offenses. The bereaved father of one ravaged and mutilated child said in his anguish, "What manner of man, what type of mind, what motivation directs a parole commission to commit an act against society by knowingly turning loose a beast in the streets?"

Courts and parole and probation authorities must constantly consider that in dealing with the inhuman sex offender they are gambling his "welfare" and "rehabilitation" against the life of a child snuffed out in unspeakable agony. The stakes are so high, the innocent lives so precious that they demand a realistic, conscientious, deliberate appraisal of each and every sex deviate's bid for freedom.

Very truly yours,

A handwritten signature in dark ink, appearing to read "J. Edgar Hoover", written in a cursive style.

John Edgar Hoover  
Director





## FEATURE ARTICLE

# ***Puppet for Moppets Solves Big Problem for Florida Police***

*by* LT. WILFORD A. LACKEY, Youth Aid Bureau,  
Detective Division, St. Petersburg, Fla., Police  
Department

For a number of years the officers and men of the St. Petersburg, Fla., Police Department have been trying to find a short cut to the heart and mind of its youngest problem, the elementary school-child. During these almost fruitless years, some of the best brains of the department have been racked to the point of exhaustion with little visible results. In fact, until just recently, this condition steadily grew worse. The elementary groups became junior groups and the junior groups became senior groups, all the while carrying with them and pyramiding the many mistaken concepts and ideas of the true meaning and intent of the guardians of the law, the policemen.

Recently in St. Petersburg, however, these misconceptions, fostered in our children from every phase of our modern-day society, have begun to undergo a definite change for the better. It began with the arrival of a little feminine wooden-head named Yabby. Yabby seems to have the ability to charm the freckles off the nose of any enchanted youngster. She also seems to have been able to accomplish more in a few short weeks to bring about a desirable change in modern youth's thinking than all this department's brains have during the past decade.

### ***Yabby Is Born***

The Yabby idea was born when Chief E. Wilson Purdy crossed paths one day with an attractive ventriloquist, Mrs. A. C. Hutchison, professionally known as Miss Pat Bridge. After seeing her perform, the chief set up an appointment with the ventriloquist to talk with me about the feasibility of using her talents as a means of communicating with the schoolchildren in police language. Enthusiasm grew as ideas were developed and the scope of the project was appreciated.

As an individual, Mrs. Hutchison fitted the picture perfectly. The wife of a city engineer, she is the mother of three children and also has

a broad background in show business. A thorough background investigation failed to disclose anything that would detract from her fine character. Finally, arrangements were made, and the young matron became "Policewoman Pat."

### ***Puppet's Name Selected***

Her dummy, or "personality figure" as she prefers to call it, was already known in the community's night spots as Tracy, an irresistible imp who had entertained the adult groups of the area. The name "Yabby" was the first important change made. The first three letters of the name were taken from the initials of the department's Youth Aid Bureau, "YAB," but this was too short and did not fit the figure at all. A "Y" was added, making it "Yaby," which, although catchy and short, was not acceptable because of the tendency



*Lt. Wilford A. Lackey.*



to pronounce it with a long "a," thereby ruining its effect. The thought then came to add an extra "b," making the name "Yabby," which not only is descriptive of the lovable little blabbermouth, but also serves a double purpose in that it denotes that the "Youth Aid Bureau Befriends Youth," the prime purpose of the bureau and its protege. With very little effort, Tracy became Yabby, and both Pat and Yabby were outfitted with identical uniforms of the police department, the only difference being that Yabby wears shoulder patches bearing the legend that she is dedicated to courtesy and safety, while Policewoman Pat wears the regulation shoulder patch of the department.

### ***Campaign Launched***

Next, a teaser campaign was launched with the cooperation of the area's news media. Little by little, the public was given tantalizing bits of information. Posters designed by members of the department were distributed to schools and shopping centers. Some of the posters contained only the word "YABBY," printed in 4-inch bold black letters. This kind was distributed to the junior and senior high schools and places where adults congregate. The other type poster was a three-quarter length picture of a police officer with comic strip dialogue stating, "Hi kids! Watch for Yabby, coming soon," which was distributed among the elementary schools. Quietly, the bureau built up an air of mystery by showing the ventriloquist in her specially designed, eye-appealing uniform in a select few of the public gathering places about the city.

### ***Yabby Arrives With Fanfare***

On October 9, 1960, when curiosity was at its peak, Policewoman Pat and Yabby were decked out in all their finery and escorted via helicopter (which, incidentally, failed to show up on time and had to be faked) to a local airport, picked up on the television camera, and launched into the living rooms of the area's residents in a seemingly impromptu and highly spectacular manner. Leaving the airport under the camera's eye, they entered a waiting motor launch which whisked them through the blue waters up Tampa Bay to the city's Million Dollar Pier. On hand at the pier to greet them were the city's Mayor Edward F. Brantly and several other local civic leaders, all of whom had gathered at the pier on the pre-

tense of taking part in a police athletic league picnic which was then in progress.

Following the welcoming ceremony, newspapers on the Suncoast sought interviews, and area television stations offered publicity, as they were all anxious to present this off-beat program. For days after their arrival, Pat and Yabby were kept busy cutting tapes for radio and posing for newspaper photographers. Telephone calls began to swamp the Youth Aid Bureau inquiring about the availability of the attractive ventriloquist for guest appearances at both civic and private meetings.

### ***Format of Program Planned***

In the meantime, the Youth Aid officers had begun to assemble scripts appropriate for elementary school youngsters and later found them to be equally entertaining to the adults. Because of seasonal problems in the area and the fact that school had just reopened, Policewoman Pat and Yabby were first scheduled to visit the elementary schools. The superintendent of schools was agreeable to the plan, and all agreed that the most urgent subject to cover was child sex molestations by adults.

The script for each performance was so designed as to evoke laughter, then to switch to a serious police message of safety or crime prevention, ending with more humor and then showing appropriate slides or a brief movie on the subject covered. The movie was a bit outdated and, although entertaining to the lower grades, failed to fulfill the desired purpose in the higher elementary grades. Therefore, my staff and I set out with camera and selected police officers, who served as models, and shot scenes that depicted the more dangerous situations that could confront the youngsters in the community. The pictures are 35 mm. slides in full color, illustrating the high points of a story narrated by Policewoman Pat, and are shown following each Pat and Yabby performance.

### ***Public Aid Generously Given***

By utilizing the talents within the department, a 10-page booklet of rhymes, verses, and cartoon pictures of Pat and Yabby, which are to be colored, was compiled. The cartoons and verses illustrate the main points of Yabby's messages to the youngsters, which in this instance concern the "Too Friendly Strangers." The booklet was in-





**Miss Pat Bridge and Yabby.**

spired by a coloring picture of the same nature published by the Federal Bureau of Investigation.

Hard pressed for funds to publish the needed 25,000 copies of the booklet, the bureau enlisted the aid and interest of the Woman's Service League of St. Petersburg, which promptly provided \$1,000 to cover the cost of the booklet. A copy of this booklet is handed to each child who attends Yabby's and Pat's performances. To date the full 25,000 copies have been given away, and we are now giving away thousands more.

The elementary school principals have encouraged those responsible for the Yabby program by informing them both verbally and by letter that the children, having memorized the verses and rules, are anxiously awaiting Yabby's next visit with more good verses and rules. At each of her performances, Pat has Yabby inform the boys and girls that for the best coloring job in each school she will present a surprise gift on her next visit. For the best coloring job done throughout the whole school system, there is a wonderful grand prize. The Youth Aid Bureau has been informed by several civic-minded merchants that there will be no shortage of prizes when the winners are announced.

### ***Yabby Is Well Received***

Yabby has so impressed the youngsters that ever-increasing quantities of fan mail are arriving at the Youth Aid Bureau. The majority of the letters inform Yabby that even though they are aware that she is a puppet, they love her anyway,

and invite her to write to them, sending more of her safety messages, along with pictures of herself and Pat. One such letter, from a fourth-grader, reads: *Dear Yabby, How are you. I am fine. You had better study your poems and nursery rymes or you will not be a good police girl. And you better know how to read because you will not know the license plate. Yabby will you please come over to my house some day and I might have a present for you.* Another reads: *Dear Yabby, I saw you in the parade this morning. I am glad I was on the side that you were on. I enjoyed Pat too. I will also remember the talk about strangers and I will never take any candy or get in a persons car that I don't know. I will have to go now. With Love, Dale G.*

The Yabby program has been in effect now for several months, and the Youth Aid Bureau has received many encouraging letters from civic organizations and civic-minded individuals who are supporting the program in many ways. Yabby has appeared at numerous PTA groups, as well as making a dozen or more guest appearances at other adult civic meetings. She has also appeared for Crippled Children's Hospital, schools for retarded children, and other such places. During the holiday season, she was booked solid for programs for underprivileged children.

### ***Effectiveness of Program***

Even in this short time, the image of the policeman seems to be undergoing a transformation from the former threatening, punitive symbol to a warm, human, and protective helper of the youngster. Officers on duty now are charged with the extra responsibility of returning the smile or wave from the little ones, who have been assured by Yabby that there is nothing "their friend, the policeman," enjoys more than a pleasant smile or a friendly wave to help make his work easier.

One officer tells of having his eyes glued to an automobile whose driver had just committed a serious traffic violation, and for several minutes he dared not lose sight of it. At the same moment, from the corner of his eye, he noticed a young boy waving and calling a friendly greeting to him. He could not look at the child until after he had passed and the violator's automobile license number was properly written in his pad. He then noticed the child was half in tears, complaining to his mother that the officer had not waved back. He ran half a block to inform the lad that he had



seen him and explained why he had not been able to return his greeting. The mother then assured the officer that he and all other police officers in the world had two brandnew friends for life. Other policemen in St. Petersburg have learned that the days of riding in a cruiser with a set stare and stern expression have passed; and, on nippy mornings, hands are kept cool by returning the happy greetings from big-eyed and pink-nosed smiling faces.

Equally encouraging is the fact that the threats of adult child molesters have decreased markedly due to the acceptance of constructive advice from Yabby by the youngsters, who have taken her into their hearts. The Youth Aid Bureau records show that in the first 6 months of 1960 there were 49 cases of child molesting reported. Of that number, 20 of the molesters succeeded to some degree. In the next 6 months, however, there were but 25 reports, and in only 6 did the molester succeed to any degree. The Youth Aid Bureau attributes this large difference to the effectiveness of the Yabby program. Indecent exposures have continued to occur, but the descriptions and license numbers that are being given the police by the victims have brought prosecution for this offense to an alltime high.

### ***Future Looks Bright***

One of the brightest features of this program is that the talent of Policewoman Pat and Yabby is costing the police department little more than the price of their uniforms. Although she works for the police department and the department sponsors the whole Yabby program, there are three civic-minded merchants who are underwriting the police program to the extent that they have assured Policewoman Pat an income and are quite active in seeing that the program continues spreading its wealth of good crime prevention ideas throughout the area.

Future scripts and plans for Yabby will continue to hold to a crime prevention theme and remain very much the same as they have been thus far, except a great deal more so. There are a host of subjects on crime prevention for her to discuss with her new-found friends, as well as a multitude of new friends yet to be met. Local junior and senior high schools have not been thoroughly covered, and at this time the police department has received many requests from schools outside its jurisdiction for Yabby visits.

Many eyes are upon this innovation in police work, and close scrutiny seems to reveal that "show biz" and police work were made for each other, but we are not hurrying this phase of the program because of shortage of good, entertaining scripts. However, public service television and radio tapes are now in the making, and there is little doubt but that a commercially sponsored television show is in the offing. Just as soon as proper scripts and material are ready, we will be willing to consider some of the offers we are receiving from would-be sponsors.

### ***Idea Catching On Elsewhere***

It is indicated by the enthusiastic response that the Yabby idea is beginning to catch on with other communities, and although the St. Petersburg Police Department has taken steps to copyright the Yabby idea, we are anxious to hear comments from other police departments and youth workers with the ultimate idea of making plans to share our program with others. Perhaps a "Yabby Club" could be formed for the benefit of all the police departments throughout the Nation.

Whatever else happens, the St. Petersburg Police Department knows that much happiness and good will have been brought to St. Petersburg by Policewoman Pat and Yabby, whose pixie smile, merry brown eyes, turned-up nose, and contagious, good-natured wit have won the hearts of all, from toddlers and schoolchildren to bench-sitting grandparents in the Sunshine City.

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## **Justice Department Asks Phone Records Extension**

The American Telephone and Telegraph Company and all of its subsidiaries are complying with a request by the U.S. Department of Justice to retain toll tickets and toll statements for 1 year rather than the 6-month period presently in use, and this should be of great assistance to law enforcement throughout the country.

All members of the United States Independent Telephone Association have been informed of the request made by the Department of Justice, and it is expected they will also comply.

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LAW ENFORCEMENT BULLETIN

Trans to Parsons memo 4/4/61  
captioned: "Telephone Company Toll  
the bill"



## TINY TOTS REMEMBER LESSON TAUGHT BY FBI POSTER

The effectiveness of law enforcement agencies' efforts to warn youngsters against child molesters was amply proved recently in the State of New York. A plainclothes detective came upon a 6-year-old girl who had become lost, and she refused to get into his car, saying she had been instructed by a policeman never to enter the car of a stranger. The impressed and amused detective showed her the way home and followed at a discreet distance in his car until she arrived safely.

Another little girl was given a poster at school to color and was taught what the words printed on it meant. She took it home and showed it to her parents, who wisely made a game of having the child try to remember the license number of a car and to give as complete a description of it—and the driver—as she could, at the same time pointing out to her the danger of accepting candy or car rides from strangers.

So when the little girl saw the stranger motioning to her to get into a car with him as she was coming home from school one day, she remembered what the poster had said and the game she had played at home. She refused to get into the car and told her parents what had happened. She was unable to recall the license number, but she did remember enough about the car to describe it.

The responsibility of instructing small children—both boys and girls—on the danger of these child molesters lies heavily upon the parents, but so also does it fall upon the police and the general public to protect them.

The FBI flyer has been widely disseminated—over 10 million copies so far—and requests for thousands more are still being filled for distribution to schoolchildren throughout the country.

*Alexandria Gazette clipping 1/26/61  
Let from Buffalo - 3/9/61*

## SPARE TIRES CAN SAVE DROWNING PERSONS

Many motorists, instead of standing helplessly on the shore in the face of a drowning emergency, can assist in accomplishing the rescue—whether through the ice or in connection with summer water activities—by merely unbolting the spare tire and rolling, carrying, or sliding it into the water near the victim.

In the development of a safety program to include rescue methods several years ago, a police department found, by experimenting, that an ordinary spare tire even though mounted on a steel rim will support the weight of four men in the water. It was also found that the tire can be removed from the trunk of a car in less than 60 seconds under average conditions.

It must be remembered, however, that the tire will not always effect a rescue by itself; it is merely a free-floating support, and additional help will probably be needed. The fire or police department should be called immediately. A rope thrown to the victim clinging to the tire completes rescue.

Nonswimmers or swimmers untrained in rescue can effectively assist in a rescue by using the spare tire to support the victim—which, at the same time, gives him a sense of security—until further help arrives. In the event the rescuer enters the water and is unable to swim, the tire will easily bear the weight of both. The rescue can be made more safely by keeping the tire between the would-be rescuer and the excited victim.

State police in some jurisdictions, seeking methods of equipping their vehicles with some type of emergency life preserver, have adopted the practice of carrying in their official cars coiled links of rope which can be readily attached to an inflated spare tire for use in water emergencies.

*Nationwide Criminal Activities 12/28/60  
11/54 LEB p. 21.*

## VANCOUVER POLICE SEEKING EVIDENCE OF CRIME

On October 31, 1960, Vancouver City Police, Vancouver, B.C., arrested a well-known criminal who had in his possession a .45-caliber, model 1911 Colt automatic pistol, serial number 291089.

Information developed at the time of his arrest indicated this gun had been used in a murder, location unknown. Any police department holding exhibits fired in a firearm of the above caliber and class characteristics may obtain test bullets

and fired cartridges for comparison purposes by contacting the Chief Constable, Vancouver City Police Department, Vancouver, B.C., Canada.

FBI Laboratory technicians made comparisons of bullets and cartridge cases from this pistol with specimens in the National Unidentified Ammunition File, but no identifications were made, and there is no record of the weapon in the National Stolen Property Index.

*Bufile 95-92565.*

*Letter from Vancouver City PD 12/8/60  
MAY 1961*





## ***Utmost Security Featured in New Police Building***

by CHIEF EDWARD E. PATH, *Wyandotte, Mich.,  
Police Department* with MR. TOM CRUTCHER of  
*the Wyandotte News-Herald*

In Wyandotte, Mich., an industrial-residential, downriver community of the Detroit metropolitan area, populated by some 43,000 souls and policed by 58 enforcement personnel, talk some years ago was interspersed with much comment about construction of a new, modern, and functional police headquarters-municipal court building.

Ground-breaking ceremonies on October 21, 1958, gave rise to an anticipated occupancy by midsummer of 1959. An unusually severe winter delayed construction progress to such an extent that occupancy was not completed until December 20, 1959. The dedication ceremonies held on February 28, 1960, with State Police Commissioner Joseph A. Childs as the principal speaker, were attended by some 1,500 to 2,000 Wyandotters and many police officials from the metropolitan area.

It was a historic day for the century-old (1954) community because the new municipal structure, situated conveniently on the city's main street, yet removed from the central business district, became a symbol of what the community could do—how it could grow.



***Front view of Wyandotte's police-municipal court building facing the city's main street.***

Wyandotte's police-court building is functional. A prime consideration in the design was to provide an efficient, compact area from which the general public coming to the building could be served. Another basic consideration was to provide related facilities in their proper location to each other to reduce waste motion and hazards.

The public's only entrance to the building leads into a large, airy, and well-lighted lobby where they get their first—and sometimes only—view of the building's interior. Here, they have direct access to the driver-licensing facility, records information counter, complaint and general information center, and the court's violation bureau counter. The courtroom, too, is entered from this lobby.

Should their needs require other contacts, the corridor from the lobby provides access to the traffic commander, the youth officer, the police-woman, detectives, and the detective commander. The administrative offices—the deputy chief, secretary, and the chief (in that order)—complete the office layout at the extreme end of the corridor.

The building's layout simplifies "after-hours" control, because all doors leading from the lobby are locked during that period. To provide personnel with the ability to "circulate" in the building, they are all issued a key which will open those doors that provide such movement. An electrically operated latch on the office corridor door from the lobby gives the officer in charge control of this access door when necessary. Alarms on all outside rear doors, as well as on the detention doors, further simplify supervision of the building.

### ***Communication Needs Met***

The convenience of duty-performance at the operational level was not forgotten. In the communications section, a switchboard handles all incoming calls and routes those requiring special attention to their proper destination. The complaint is



initiated here and passed on to the complaint counter (back corridor side) where the officers make their reports. It then passes over the platoon commander's desk for review and approval. The central records room is the next stop and, ultimately, the final repository of all complaints and records.

The communications office also contains radio transmitting and receiving units, teletype machine, telephone extension from the emergency police-fire switchboard housed at Wyandotte's central fire headquarters, paging microphone, and a burglar alarm panel.

The records room has a counter to serve the public's needs and can be closed by the lowering of an aluminum curtain. An access door to the driver-licensing office permits the license examiner to perform clerical duties in the records room during slack licensing periods.

The far end of the records room has space set aside for Photostat equipment. Also located here is the booking counter which contains, in addition to routine shelving and drawers, units for the prisoner's property and for the officer's firearm when it becomes necessary for him to enter the detention area.

### ***Processing the Prisoner***

With the parking facilities located at the rear of the building, all police activity enters the building from that direction. Access to the prisoner-receiving garage is obtained by radio request to the command officer, who operates the large drive-in door by a control switch closely accessible to his office. In the event it becomes necessary for personnel to operate the door themselves, they can do so by unlocking control switches outside the door and inside the garage. A key to these switches is on each car-key ring.

From the receiving garage, the person in custody is taken to the adjacent search room and then to the booking counter, via the rear corridor, where his property is taken and a receipt given.

The property and evidence storage room is conveniently located adjacent to the receiving garage and across the passage from the command office. The detention process is completed after entering the electric-latch security door at the end of the rear corridor, which is only a few steps from the booking counter. Before prisoners are locked in a dormitory or maximum security cell, their fingerprints and photos are taken.



***Chief Edward E. Path.***

The security section, in addition to the fingerprint-photo laboratory, contains a prisoner visiting unit, two interrogation rooms, a cell for incorrigibles, two dormitories, and three units of two maximum security cells each.

### ***Cell Units Well Equipped***

Features of the detention units are: Guard's corridors for inspection of facilities, separate from prisoners; lighting out of reach of inmates; and one-piece, cast aluminum units which provide hot and cold water washbasin, drinking fountain, and toilet stool. The sleeping bunks are one-level, wall-mounted (for better floor cleaning), 2-inch varnished white pine planking (to reduce noise).

The barred portion of the cell for incorrigibles is lined with heavy, closely woven wire screen to prevent the inmate from getting a handhold or using it for climbing. It has a floor flush-toilet electrically controlled from the corridor.

All units are so constructed that segregation of male and female prisoners is easy to obtain, as well as segregation of the hardened criminal from the lesser offender. Fifteen persons can be accommodated on an "overnight" basis. Facilities are not used for fulfilling jail terms. Meals are brought in from a nearby restaurant.



The prisoner's visiting cubicle, which is in the security section, is equipped with a fixed plank seat and is glassed with bulletproof glass. The visitor's cubicle has two chairs and also bulletproof glass.

Both cubicles have a shelf—to lean on or write on, as the case may be—are air-conditioned, and located so the command officer at his desk can see them. The partition between the visitor or counselor and the inmate is so installed that the voice flows under the glass, rather than having a grille mounted in the glass. The heavy glass is not only for the containment and protection of the prisoner, but for the protection of police personnel who may accidentally fall against the glass while restraining an unruly prisoner at the booking counter. The visitor is admitted to the unit via the assembly room.

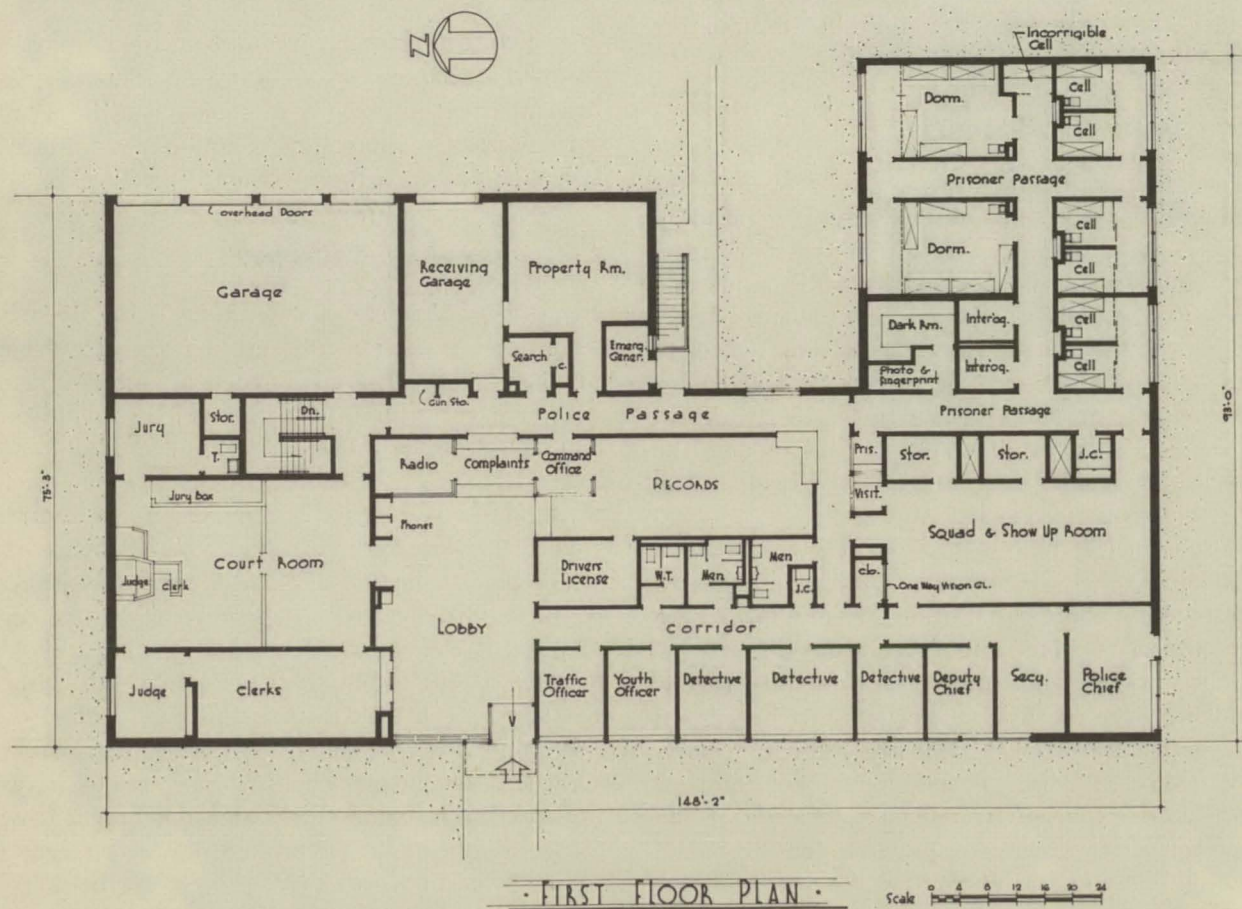
The assembly room serves as squad room, classroom, and showup room. The far or outside wall is covered with a chalkboard. The other long wall has 16 feet of "tack" or bulletin board. The

"closet" alongside the entry to the assembly room is the viewing room, equipped with one-way-vision glass.

### Prepared for Emergencies

Also on the first floor level is an emergency generator room that contains a 15-kilowatt generator, driven by a 4-cylinder gasoline engine with controls which automatically start the equipment and supply power within 4 seconds of a power failure to predetermined critical points, including the control units of the heating system at the department of public works building, where the heat originates for the police-court building. (The public works building, constructed at the same time as the police building, is about 75 feet away.) The generator stops automatically after 4 minutes of uninterrupted power restoration.

I am especially proud of the cabinet work contained in the gun storage space near the north end of the police passage. I designed and built



First floor plan of the police-municipal court building.



the cabinets that house the riot guns, submachine guns, rifles, spare sidearms, helmets, bulletproof vests, restraining devices, etc. Tear gas equipment is stored in a separately contained and ventilated closet off the search room.

### ***Court Easily Accessible***

The municipal court in the police building provides good liaison between these two closely related branches of municipal government and holds to a minimum the amount of officers' time devoted to signing complaints and attending arraignments, examinations, and trials. It is accessible for the transportation of the accused from the detention area by way of the police passage. It is also convenient for police personnel who have offices opening into the front corridor.

The courtroom's bench, witness box, jury box, and separating rail, as well as the wall behind the bench, are finished in white oak. Seating is provided for 40 spectators. The jury room is but a few steps from the jury box. The judge's office is on the other side of the courtroom near the bench. The court clerk's office space extends back from the violation bureau counter in the lobby to the judge's office. A door opening between these two office units gives the judge easy access to his personnel and to the public, if desired.

### ***Target Range in Basement***

The basement, which is beneath about 55 percent of the first floor area, contains the locker-room facilities for the "regulars" and 45 emergency police reserve officers, records and property storage rooms, radio and telephone terminal rooms, the mechanical equipment room (air conditioner, pumps, compressor, controls, and control panels), and the target range.

The 25-yard range has five firing positions, with target controls that are selective and can be used either manually or automatically. The automatic operation provides a choice of 5 minutes for slow fire, 20 seconds for time fire, 10 seconds for rapid fire, and 3 seconds "bobber action" with five exposures.

The backstop is ¼-inch armor plate formed into deflector plates with bullet trap and tray receptacles for the spent bullets. Lighting is controlled by several switches so that dim lighting conditions can be simulated for "combat" evaluation of marksmanship. A well-equipped and

ventilated reloading room rounds out the range facilities.

The following statistical data will round out a picture of the appearance of the building.

#### **Interior treatment:**

Floors—Generally, asphalt tile; some terrazzo and some concrete.

Walls—Generally, exposed block, painted; some plastered, glazed tile, and painted concrete.

Ceiling—Random holed and mineral acoustical tile.

Doors—Painted hollow metal.

Windows—Aluminum sash.

#### **Exterior treatment:**

Face brick and ceramic tile panels with aluminum and black trim.

#### **Electrical features:**

Bell telephone system, with interoffice dialing.

Police teletype and short-wave radio.

Paging or public address system.

Rear door and cell door alarms.

Two-way communications between the communications office and prisoner-receiving garage, searching room, and jail corridor.

Police-fire emergency telephone.

Fire alarm system.

Burglar alarm panel.

Emergency power generator.

#### **Air-conditioning and heating:**

With the exception of the basement, cell section, and garage-storage areas, the building is entirely air-conditioned. Heat is supplied from gas-fired boilers in the department of public works garage building.

Area:	Square feet
Basement .....	6, 100
Ground floor .....	11, 100
Total .....	17, 200

Cost of building .....

\$300, 000. 00

Cost per sq. ft. ....

\$17. 44

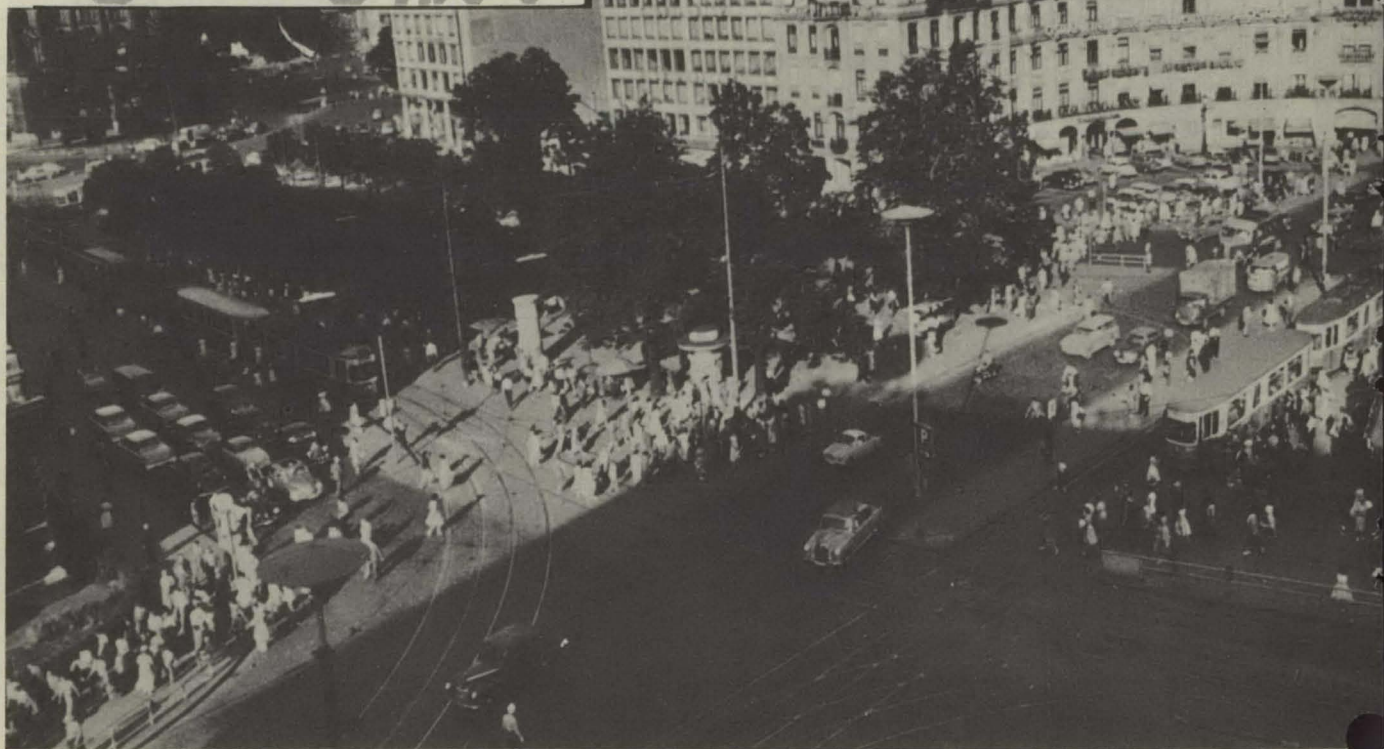
NOTE.—Cost does not include finish-grading and landscaping nor outside paving; this work has been done by the city's engineering department, division of public works.

Wyandotte historians someday will recall that their men in blue didn't really have their own home until the 1960 dedication. When the city was much smaller, in the nineteenth century, police were housed in an inadequate structure on the riverfront. Later, they moved in with Wyandotte's fire department. In 1923 a vacated ship-building office was occupied and used until 1960. Crowding and deterioration forced them out and into their own home.

(Photo of Chief Path courtesy of Royal Art Studio, Wyandotte, Mich.; photo of building courtesy of Lens-Art Photographers, Detroit, Mich.)



# TRAFFIC



*The Karlsplatz, built 500 years before the dawn of the automobile age, lies at the crossroads of Munich and governs the speed at which traffic flows through much of the rest of the city. A single policeman is in command.*

## **Television Keeps an Eye on Traffic in West Germany**

*Reprinted from THE LAMP published by Standard Oil Company (New Jersey), 30 Rockefeller Plaza, New York 20, N.Y.*

In the heart of Munich, Germany, a sprawling subwayless city of 1,100,000 people, lies one of the busiest intersections in all of Europe, the Karlsplatz. It is crisscrossed by 62 different walking and driving lanes that are clogged daily by upwards of 85,000 motor vehicles, 3,000 streetcars, and more bicyclists and pedestrians than anyone has yet counted. The city's traffic engineers have tried various means of bringing order to this moving chaos over the years, but none has been as successful as their latest, and most ingenious, device:

A small television camera perched discreetly atop a 50-foot pole off in one corner of the square.

The man who operates the camera is an officer in police headquarters half a mile away. He is the sole audience for the telecast and also, in a sense, the director of the real-life drama he photographs, for he is in charge of all the traffic signals at the intersection. Seated before a control panel beneath a large map of the city dotted with blinking lights and watching his television screen like a benevolent Big Brother, he regulates the flow of traffic through the Karlsplatz with the flick of a switch.

### **TV Not Unique to Munich**

The use of closed-circuit television to keep an eye on traffic is relatively new, but is not unique to Munich. A number of cities, including Detroit and Boston in the United States, have experimented with it in tunnels or on short stretches of





*Scanning the square by means of closed-circuit television, he operates signal lights that control 62 different walking and driving lanes in the intersection. This panoramic view shows the complexity of the Karlsplatz traffic.*

expressway. Munich, however, beset by a three-fold increase in traffic volume since 1939, pioneered the technique in Germany 2 years ago and has perhaps carried it to its highest level of sophistication.

### ***Traffic Panorama Televised***

By manipulating a single lever on his 13-foot control desk, the officer in Munich's traffic-direction headquarters can tilt the television camera on the Karlsplatz up and down, swivel it horizontally through an arc of 270 degrees, and adjust the focal length of its special zoom lens. The latter feature enables him to behold either a panoramic view of the square or a closeup of, say, a stalled Volkswagen or the license number of a speeding Mercedes-Benz. Little can escape the watchful electronic eye which scans the ancient Karlsplatz both day and night to keep the maelstrom of traffic from becoming snarled.

The camera has an effective range in daylight of over 300 yards. After dark, it sees traffic as

streams of light moving back and forth over the Karlsplatz.

Actually, the officer is in command of traffic far beyond the view of his television eye. Rows of buttons on his desk permit him to control not only the 34 signal lights on the Karlsplatz but also 203 of the other 318 signals throughout the city. He can operate them individually, at his discretion, to clear the way for ambulances, fire engines, police cars, parades, visiting dignitaries, and so on; or he can select any one of five preset, automatic switching patterns designed to handle traffic of different densities.

### ***Map Contains Signals***

Each of the traffic signals in the system is represented on the 100-square-foot map of Munich by three colored lights. White indicates that the signal is in operation, green shows its "phase length," and flashing red warns of a malfunction. Talk-



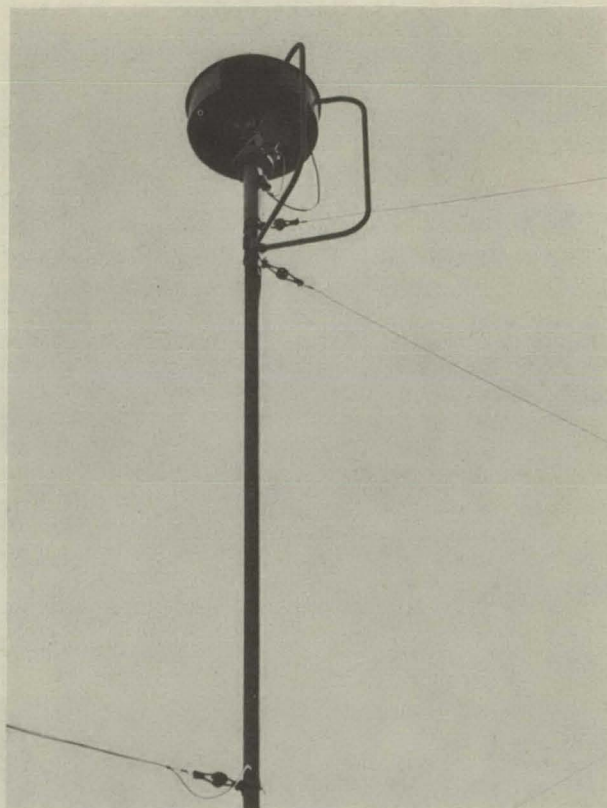
ing by means of shortwave radio and telephone with men in patrol cars and at the police stations and traffic posts in the municipal area, the officer warns of trouble, dispatches emergency service trucks, and receives the information he has to have in order to keep the streams of traffic moving smoothly.

### ***Experiment Encouraging***

Munich's traffic engineers concede that their television camera has not solved the problem of the Karlsplatz completely. Only the construction of an overpass, they believe, which would separate vehicles traveling north and south from those heading east and west, could do that. But they have been sufficiently encouraged by the results of their initial experiment to proceed with the installation of additional equipment. Eventually 18 cameras spotted strategically around the city will flash traffic scenes to a battery of television sets in the remote control center.

Satisfied that their experience has demonstrated the potential of centralized traffic control through television, the police officials of Munich confidently predict that more and more cities will be turning to this electronic aid as an effective and economical way of untying knots in modern-day traffic.

*(Photos courtesy of Standard Oil Company  
(New Jersey).)*



*The TV camera, protected by a shield, is set atop a 50-foot pole.*



*Munich's traffic is kept moving smoothly from this control room at police headquarters.*



*Police in patrol cars provide the central control officer with information he needs on traffic conditions.*





*The TV screen at police headquarters shows the passage of traffic through the Karlsplatz.*



*TV camera, beyond woman standing at right end of crowd, transmits traffic situation on the Karlsplatz.*

MAY 1961



# FIREARMS TRAINING

## ***FBI Pistol Match Reveals Important Facts on Ability***

The FBI recently completed an extensive study of the results of over 5,500 Agents' "shooting it out" with the .38-caliber revolver during July 1960 firearms training sessions. All Agents representing their 54 respective field divisions competed in the Practical Pistol Course (PPC) match. The Anchorage Division warmed up the Alaskan area with an office average of 96.276 out of a possible 100 to win first annual possession of the J. Edgar Hoover Firearms Trophy. Ranking second and third in the FBI Recreation Association shoot were Albuquerque and Butte. Albuquerque averaged 92.278 and Butte 92.244.

Firearms competition has long been recognized as a valuable adjunct to firearms training in promoting shooting interest and providing mental conditioning in "pressure shooting" for the law enforcement officer. Unfortunately, only a few members of a department take part in these competitions, and these are members of the pistol team, usually the best shooters in the department. There are times when shooters are "recruited" to strengthen a "representative" team.

Some departments have been known to spend the entire firearms training appropriation to equip the pistol teams with target equipment, ammunition, and expenses for competition in handgun tournaments. Therefore, the patrolman on the beat gets no benefit from the training appropriations. Many times the accomplishments of a pistol team do not reflect the overall shooting ability of the department it represents. Some teams in national competition today are "subsidized" teams, doing nothing but practicing for and participating in competitive matches. This, of course, gives a decided advantage to the large departments which have more candidates for a team and can afford to release the manpower for constant practice.

A true picture of a law enforcement agency's shooting ability can be seen only when every member of the agency or department who carries a handgun participates in the competition. Inter-departmental competition can be conducted by mailing or telegraphing the average competitive scores. In this manner, competition between various sized departments is possible.

In the recent FBI interdivisional competition, large, medium, and small divisions competed on the same basis—total office average score. Results of the July competitive shoot were mailed to the FBI Academy, Quantico, Va., after being certified by the division's firearms instructor.

The overall FBI average for more than 5,500 shooters was 89.09. The scores indicated that Agents with 8 to 9 years of FBI service averaged the highest scores. The 8-year service group averaged 90.8, and the Agents with 9 years' service averaged 90.5. The Agents with from 1 to 5 years' service averaged just under 89, and the 5- to 10-year group fired scores slightly above the average. Service groups of 10 to 15, and 15 to 20 years, were slightly below the overall FBI average.

Individual scores for Agents 34 years of age averaged 92, which was the highest average for age groups. According to the figures furnished by the division firearms instructors, scores rose steadily from age 25 to 34 and then dropped slightly



*The J. Edgar Hoover Firearms Trophy won by Anchorage Division in first annual competition.*



and steadily to an average of 89.2 for age 48. At this point on the age chart, scores dropped sharply to an average of 81.2 for shooters 57 years of age. However, the age factor is not all-important as was illustrated by an Agent 66 years of age who fired a score of 92 out of a possible 100. This was several points over the overall FBI average and also equaled the top age group average of 92 for the 34-year-old Agents.

Although high group average scores were posted by those 34 years of age and those with 8 years' service time, offices that had overall service time averages of 8 and 9 years did not rank as well as those with longer service time averages. The average age in the divisions ranking first through third, also contrary to the individual statistics, was 39. The service time average for the top three divisions was 13 years.

The divisions ranking in the first three places were comparatively small divisions, but many of

the larger populated divisions finished with scores above the overall average. Newark was in the top ten offices, coming within .71 of second place. Other large offices shooting well above the overall average were San Francisco, Los Angeles, Detroit, New York, Philadelphia, and Seattle.

The field divisions fired the 50-round PPC single-action at the 60- and 50-yard positions and double-action at the 25-yard positions. The standard FBI PPC was fired—10 shots in 25 seconds at the 7-yard line using the hip-shooting position; 5 rounds from the prone position at the 60-yard line; and 5 shots each at the sitting, prone, weak- and strong-hand barricade positions at 50 yards. Five shots were fired double-action at the kneeling, strong- and weak-hand barricade positions at the 25-yard line.

Competition for the J. Edgar Hoover Firearms Trophy will be resumed next July during the regular training program.

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## Clever Swindlers Take Ohio Brothers for \$50,000

A swindler and a companion contacted two brothers who were wealthy Ohio automobile dealers and claimed they could arrange for them to purchase a large number of \$1,000 bills at the rate of 60 cents on the dollar. The two swindlers informed their prospective victims that the bills were in the possession of an individual who was afraid to spend the large bills because of income tax problems.

The swindler and his companion, known gamblers, made contact with the two men in Ohio, left the State and proceeded to London, Ky.

While at London and Corbin, Ky., the two gamblers telephonically contacted the brothers in Ohio and completed their plans whereby the two brothers would fly from Ohio to London to carry out the transaction for the \$1,000 bills.

The brothers arrived at the London airport, via private plane, and were met by the swindler and his associate. The two men from Ohio had in their possession \$50,000 with which to purchase the bills. They were taken to the airport parking lot where they entered the automobile of their Kentucky "friends." At this time the transaction for the purchase of the \$1,000 bills was made.

The brothers' \$50,000 was placed in an envelope which the swindler quickly appropriated and, ostensibly to mark the envelope for identification, unobtrusively switched it for another

identical to it which he gave to his accomplice. The transaction completed, he then suggested that the brothers—and his accomplice—wait at the airport until his return with the bills. One of the brothers, suspicious of the proceedings, refused to get out of the car. Leaving the other two men at the airport, the swindler drove away with the doubting brother still in the back seat of his car. A short distance from the airport, however, the swindler ordered him out of the car at gunpoint. Running back to the airport, the man discovered that his suspicions were well founded. In his absence, his brother, also suspicious by now, had forcibly retrieved from the other swindler the manila envelope in which he believed the money had been placed only to find that it was filled with newspaper cut to simulate the size of currency. The accomplice was arrested at the airport as soon as the swindle was discovered.

The other man, as well as two additional accomplices who helped with the getaway after the swindle had taken place, was eventually apprehended by FBI Agents. The four conspirators, charged with fraud by wire and conspiracy, after trial, many delays, appeals, and one retrial were each sentenced to 5 years in prison and fined \$10,000. The stolen money was never recovered.





# IDENTIFICATION

## ***American Victims of Belgian Crash Identified by FBI***

Excitement, eager anticipation, and high hopes must have been evident, at least among some of the 61 passengers aboard the airliner as it approached the Melsbroeck Airport in Brussels, Belgium, for, among the 49 American citizens aboard were 18 young male and female members of the U.S. figure skating team—along with their coaches and some parents—on their way to the world championship competitions at Prague, Czechoslovakia.

The big Boeing 707 jet aircraft arrived on time that morning of February 15, 1961, made one wheels-down approach to the airstrip without radio contact with the field, suddenly veered off from this approach, attempted to climb again, and, for some unknown reason, as it circled the field, crashed some 3 miles north of the airport.

In addition to the 61 passengers and the crew of 11, a farmer working in a lettuce field was killed and another farmer seriously injured. After crashing to the ground, the aircraft burst into flames—resulting in considerable incineration and impact damage to the victims.

The following day, the services of the FBI Disaster Squad were requested by the U.S. State Department which also conveyed similar requests from the Belgian governmental authorities and the airline. These requests were immediately presented to Director J. Edgar Hoover, who authorized the dispatch of the Squad to Brussels to assist in identifying the victims.

Prior to the departure of the Squad from Washington, D.C., a passenger listing and as much background and descriptive data as could be assembled concerning the American passengers were procured by FBI Agents. These names were searched against FBI files, and the fingerprints believed to be identical with some of the victims were taken to Brussels.

The background information on the 49 American passengers facilitated the file searches in Washington, and the descriptive data as to clothing, jewelry, dental charts, marks, operation scars, and peculiarities was to prove of invaluable assistance in identifying these victims.

The four-man Disaster Squad left Washington on February 16 and arrived in Brussels the following day. Briefed by the commissioner of the Belgian Judicial Police on what had transpired thus far in the identification of the crash victims, the Squad then made a preliminary survey of some 35 bodies at the Brussels city mortuary. From there, they went to a small chapel at the airport where a formal funeral service was about to take place for all of the Belgian victims who had been identified by Belgian authorities, including the plane crew. All of these bodies were in sealed caskets.

Approximately 1 mile from this small chapel was a sanitation quarantine building which had been turned into a temporary morgue. The bodies of 17 Americans—tentatively identified by the Belgians—had been taken there by the authorities. Three of them were in sealed coffins; the remaining 14 bodies were encased in plastic bags.

Fingerprints obtainable from some of the bodies in the plastic bags were taken and positive identifications established. After obtaining as much fingerprint identifying data as possible at this location, the Squad returned to the Brussels mortuary to process the 35 bodies there, working far into the night.

The following morning, the Squad set up case files on all unidentified Americans, posted their names on a large board, and prepared a master key of the numbering system the Belgians had used in their identifications. They then started the detailed task of examining the scraps of clothing, dental charts, fingerprints, jewelry, strands of hair, and photographs of each of the victims which had been taken by the Belgians. Of invaluable assistance was the identification technician of the U.S. Army Quartermaster Mortuary System, Frankfurt, Germany, who worked constantly with the FBI Squad in dental charting and interpretation.

In view of the fact that many of the victims' remains were charred and crushed, it was at first believed almost impossible to identify all of them. Nevertheless, by painstakingly examining every



fragment of evidence available, it was possible for the FBI Squad to positively identify 16 of the Americans by fingerprints and 22 of them by identifying points located on the remains together with the background data they were able to develop which strongly indicated their true identities. The other 11 Americans had been identified by the Belgians by means of such identifying data as pocket contents, initials on bits of clothing and jewelry, identification papers, and passports. Three erroneous identifications so effected were rectified by the Disaster Squad.

Finally, the tremendous, exhaustive task of identifying the dead was completed.

Because of the extensive incineration and impact damage, it had been necessary to compare what could be found with what already was known. Through the excellent background investigative work accomplished by FBI Agents in the United States, the Squad was furnished with descriptive and informative data which enabled them to examine the remains of these victims down to a point where identifying factors seemed to conclusively match in all instances.

Two of the fingerprint identifications effected by the Squad involved the unusual technique of procuring latent fingerprints from personal articles of two skaters in the United States and comparing these with fragments of prints recovered from the remains. Two other skaters were identified through impressions of index fingers on their Colorado drivers' licenses. Other unusual techniques involved the disclosure by X-ray of a known needlepoint in the foot of a victim; shoe size, brand name, an unusual manner of lacing shoes on another victim; laundry mark developed by infrared photography on another victim; and pierced ear lobes on a female victim coupled with other factors in this case.

Before their departure from Brussels, a member of the Squad acceded to a request of the Belgian authorities to give a lecture on techniques and procedures to the top officials of the Belgian department so that they would know how to improve their own operations in future disasters.

The Disaster Squad returned to the United States on February 25. The case had been a most difficult one in that the processing of the remains was delayed almost 72 hours after the crash occurred; the bodies of the victims had suffered considerable damage, incineration, and deterioration; and the difficulty of language barrier and communications had to be overcome.

## FBI Proves Differences in Identical Twins' Prints

LaVelda Bernice Rowe and LaVona Beatrice Rowe are identical 27-year-old twins from Iowa City, Iowa, where they are employed as press photographers. In September 1960, while attending the National Twin Convention at St. Louis, Mo., these young ladies made the statement that someone told them their fingerprints are identical. Their statement was afforded considerable publicity and caused concern among fingerprint identification officers throughout the country as this is, of course, contrary to the theory on which the science of fingerprints is based. Many such claims have been made in the past only to be discounted upon examination by fingerprint experts. Such was the case with the Rowe twins who are now convinced their fingerprints are not identical.

While they were in Washington, D.C., recently, the Rowe twins took a tour of the FBI. At this time, their fingerprints were taken, and the opportunity was provided for fingerprint experts of the FBI's Identification Division to explain to them the differences in ridge details in each of their fingerprints.

This most recent case again illustrates the fact well known to all fingerprint experts that no two fingerprints have ever been found to be identical unless made by the same finger.

*(Photo courtesy of Washington Evening Star.)*



*The differences in the fingerprint patterns of the type belonging to LaVelda and LaVona Rowe, identical twins, are pointed out by Assistant Director C. Lester Trotter of the FBI Identification Division.*



# ***Alert Lady Deputy and Nevada Sheriff Identify Dead Boy***

A recent identification of an unknown deceased male provides an excellent example of the value of the close cooperation which exists today among law enforcement agencies at all levels.

On September 3, 1959, the body of a 15-year-old youth was found near the railroad tracks at Toy, Nev. It was believed that he was killed while attempting to board a freight train. The youth was clad in Levi's, yellow polo shirt, and heavy workshoes, and the main clue to his identification was apparently the name "Walter Boone" inscribed in ink in the heavy boots.

Sheriff A. E. Rose, Pershing County, Lovelock, Nev., persevering in his efforts to identify the youth—which, up to then, had met with negative results—requested in October 1960 that an article be published in the FBI Law Enforcement Bulletin with the hope that through publication of the unknown youth's description and photographs an identification might be effected.

The article and photographs were published in the January 1961 issue of the FBI Law Enforcement Bulletin, and Mrs. Irene E. Davis, a senior deputy in the San Joaquin County Sheriff's Office, Stockton, Calif., read the article and recognized

the name as the subject of a missing person case with which she was familiar. The case had been reported to the San Joaquin Sheriff's Office on September 24, 1960, after relatives of the youth had read of the finding of a boy's body in another California city. Mrs. Davis immediately contacted James D. Boone of Thornton, Calif., who identified the photos of Walter Boone as being those of his missing son.

Sheriff Rose was advised by wire of the identification of Walter Boone through the article he had requested.

Following the father's identification of his son from the photos, verification of the identification was made by comparing fingerprints submitted by Sheriff Rose to the FBI with those taken of Walter Boone in 1956, obtained by FBI Agents from a doctor in California. The visual identification of the boy by his father was confirmed on the basis of the positive identification made by the FBI Identification Division.

## **STOLEN PROPERTY INDEX**

The FBI maintains at its Washington headquarters an index of about a quarter of a million firearms which have been reported stolen or missing by the Armed Forces, police departments, governmental agencies, and other organizations. Each gun is listed on a separate index card, filed by serial number, and a detailed description of the weapon is included, if available.

A number of lost or stolen firearms have been identified through the index. As an example, a police department in Oregon requested a search of a gun which had been found in the possession of a man who claimed he bought it from a hitchhiker in Arizona. The index revealed the weapon had been reported stolen from a member of a sheriff's posse in Iowa. The suspect in Oregon had been a member of the same posse.

Law enforcement agencies can insure maximum effectiveness of the index by promptly reporting stolen or missing guns and furnishing complete details. Likewise, a department which has recovered a weapon previously listed in the index should notify the FBI so that the card on it may be removed from file. Requests to list a missing gun or for a search of the National Stolen Property Index should be addressed to the Director, Federal Bureau of Investigation, Washington 25, D.C., and should include the serial number of the weapon and other descriptive data.



**Mrs. Irene E. Davis.**





## OTHER TOPICS

A knowledgeable public is a vital asset to law enforcement.

One of the most valuable means of keeping the American public familiar with the ever-increasing crime problems facing the law enforcement profession is the Uniform Crime Reports compiled on a regular basis by the FBI. It is well to remember that after 30 years of publishing crime data, a vast audience has been created which can intelligently interpret the information published.

For the most part, this audience is comprised of professional people with related interests in the crime problem, but perhaps more important to law enforcement is the fact that the program has done much to inform the general public through the press.

No law enforcement agency, of course, can carry out its responsibilities effectively without the wholehearted cooperation of the citizens it serves.

### *Contributors' Role Exacting*

Because of the uniqueness of the program and the discerning audience it has, it is more important than ever that the contributors of local crime figures strive for the highest quality of reporting. The national figures and the comparability of local figures are only as good as the raw material submitted by each head of a department, chief or sheriff, and each of them should consider himself a partner in the crime reporting program. Incomplete reporting by one contributor may subject the whole program to charges of inaccuracy.

It is highly important, also, for the contributor to understand the material published in the Uniform Crime Reports (UCR) bulletins so that he may be in a position to quickly and effectively recognize and disprove misinterpretation or statistical abuse of the figures at a local level.

Contributors receive the annual Uniform Crime Reports bulletin and the four quarterly reports reflecting current crime trends. These are sent in advance of their release to the public. Of course, each agency knows what its own figures are at the close of each reporting period. Knowing that

## *Contributors Have a Responsible Role in Crime Reporting*

crime figures are going to make news, the alert chief or sheriff will immediately analyze the material as it pertains to his local situation. After analysis, he may wish to offer his interpretation of local crime conditions to the press simultaneously with the FBI's release of the national figures or at least be ready to answer any inquiry.

There are many ways in which this can be done, such as direct comparison of local crime figures with the experience of the previous year or other specific periods of time, or an average of past years. Discussion of crimes cleared by arrest to demonstrate increased police efficiency, along with an increase or decrease in offenses known, might also be helpful in interpreting the data. Whatever the situation may be, thought should be given to the many factors such as economic status of the community, climate, relative stability of population, etc., which influence the extent of crime from place to place.

To assist in the interpretation of crime data available through local tabulations and through the Uniform Crime Reports on the national level, the following comments about crime rates are offered. The use of crime rates appears to be far more misunderstood in comparison with crime trends, percentage of crimes cleared by arrests, and other useful crime data.

### *What Crime Rates Are*

By counting the number of crimes which occur, the numerical volume of crime is obtained. If it is found that the count is 1,061 crimes for the latest calendar year, the tabulator is still very much in the dark as to the significance of this total. Is it good? That is, is it an improvement? Of course, one answer is found by comparing the 1,061 crimes with the total for the previous year to find out if crime is up or down. The point is that after the crimes are counted, efforts should be made to determine the meaning of the numbers.

In these days of "population explosion," any increase in crime is usually followed by the question, "Isn't the increase in crime due to the increase in population?" In asking the question, there is a



conscious or unconscious attempt to relate the crime count to the population count. This relationship is obtained mathematically by dividing the number of crimes by the population count.

### **Practical Use**

In interpreting the local crime problem, rates can be a useful tool. A practical example follows:

If a city's population increases from 248,000 inhabitants in 1959 to 272,000 in 1960, there is an increase of 9.7 percent in the population. If there were 690 robberies in 1959 and 700 in 1960, there is an increase of 1.4 percent in the number of robberies. The problem is relating population and crime. Here, the rate becomes a fairly precise measure.

The formula for obtaining the robbery rate is as follows:

$$\frac{\text{Number of crimes}}{\text{Population}} \times 100,000 = \text{crime rate}$$

The unit of 100,000 is arbitrarily used to obtain a rate per 100,000 people; however, any unit of count could be substituted. With the 1959 population of 248,000 and 690 robberies, a robbery rate of 278.2 is obtained. For 1960, with a population of 272,000 and 700 robberies having been committed in that year, the rate is 257.4. It can be observed that the 1960 rate is less than the 1959 rate, and that the robbery rate decreased. Actually, it was a 7.5 percent decrease. This is encouraging and perhaps is due to certain improved tactics in combating the robbery problem. The chief of police of this sample city should certainly point out this favorable year-to-year trend. In any event, one of the most important uses of the crime rate has now been made since the chief of police not only gets a picture of how he has fared in the battle against robbers, but he also has an excellent public relations talking point.

### **National Averages Considered**

Next, page 78 of Uniform Crime Reports, 1959, contains table 8 which sets forth average city crime rates arranged by the population size of cities. The 1960 population of 272,000 of the sample city places it in the group I cities. Within this group it will be noted that for cities with 250,000 to 500,000 inhabitants, the 1959 robbery rate was 79.8 per 100,000 persons. The sample city's rate was 257.4 per 100,000 persons.

By checking the national figures, it is obvious that additional studies of the sample city's situa-

tion should be made, if not already done, so that the reasons for a high robbery rate may be pointed out. It misses the point and avoids the issue of this high robbery rate if a police department claims that it is the only department reporting all robberies.

### **Why Crime Rates Differ**

Remember that crime rate comparisons made between communities of different size for different periods of time can only be an *index* to the crime situation in a particular community. Rates do not reveal the reasons behind the incidence of crime. Among the many factors affecting the incidence of crime and causing a difference in crime rates from one community to another are those regularly listed in the annual Uniform Crime Reports publication (page 85 in 1959 Uniform Crime Reports bulletin). This partial list of factors is as follows:

1. Population of the city and metropolitan area adjacent thereto.
2. The composition of the population with reference particularly to age, sex, and race.
3. The economic status and activities of the population.
4. Relative stability of population, including tourists, commuters, etc.
5. Climate.
6. Educational, recreational, and religious facilities.
7. The number of police employees per unit of population.
8. The standards governing appointments to the police force.
9. The policies of the prosecuting officials and the courts.
10. The attitude of the public toward law enforcement problems.
11. The degree of efficiency of the local law enforcement agency.

It is plain, therefore, that rates must be qualified by a number of factors in order to secure a true picture of crime, particularly when an attempt is made to compare one city's crime experience with that of other communities. The complex nature of any such study should always be borne in mind.

For instance, if a number of people live outside a city but come to the city to work and for recreation, how is this measured? A large influx of people daily, or seasonally in a resort area, is definitely one of the factors affecting the problem as indicated by item 4 above, "Relative stability of population." This is a factor which warrants consideration by thousands of communities in the United States when analyzing their crime situation. Even if reliable figures for this type of population were available, merely refiguring the crime



rate with a larger population does not solve the crime problem since there is no actual reduction in the number of crimes committed. What is needed is to set about solving that problem by considering all local factors with which the chief may be familiar, and, along with that, also pointing out those things which are obviously needed to bring about an actual lowering of the crime rate.

A chief's knowledge of conditions in his area coupled with the general picture provided by local and national crime rates in the Uniform Crime Reports bulletin helps to give an idea of how he can fight abnormally high crime in his community.

The mere computation of a crime rate does not complete the analysis of the local crime situation. It is not a magic number which makes further study of the crime problem unnecessary since it is a numerical computation and does not take into consideration the many human factors involved. For instance, it does not measure the efficiency of a police department. One of the factors having some bearing on the interpretation of a crime rate is the general efficiency of the police. Involved in this and related factors are not only the number of cases cleared by arrest but also the number of police available, their selection and training, their rate of pay, the quantity and quality of supervision and administration, and the amount of time available to combat crime after handling traffic, attending court, and the tending to myriad other duties demanding their attention. Using the rate alone cannot confer on the police department the badge of "good" or "bad"; neither can it label a city as "worst" or "best." The other factors mentioned above must also be taken into consideration—the crime rate is merely *one* factor and is not the master key to the problem.

A crime rate by itself is not an infallible performance record since it does not reveal what the contributing factors are. Nor can it be claimed that the difference between crime rates from place to place is due solely to the completeness or incompleteness of a police department's reporting. A crime rate does not erase all differences between problems in different cities and, therefore, it should not be used thoughtlessly and promiscuously.

At the same time, however, a crime rate can be an important tool for the far-seeing law enforcement agency, but just as any master craftsman requires more than one instrument for his work, so must the police administrator use more than one tool in exposing the underlying causes of criminality in his community.

## TRAFFIC OFFICERS TAKE TO BUSES DURING POLITICAL CAMPAIGN

During the visits of the various political candidates to Philadelphia, Pa., just prior to the presidential election, police of that city experimented with ways of handling the crowds which assembled to watch the candidates' motorcades with a minimum amount of police manpower.

Philadelphia Police Commissioner Albert N. Brown reported that the method which proved to be most efficient was to rent public transportation buses and have them follow approximately one block behind the motorcades in the heavily congested business districts of the city. Each bus was accompanied by a police radio car. After the motorcade passed a given spot, these buses would pick up the police traffic officers who were no longer needed at that particular location. When the bus was loaded with traffic officers, the men in the squad car would call the control center and receive instructions as to the next location where traffic officers were needed. The bus then proceeded to that location.

The plan worked very well and permitted the department to handle the crowds gathered with a minimum number of officers. The plan also eliminated the necessity of bringing in police officers to work extra duty and made it possible to handle the large crowds in the business district with police officers who had had previous experience in this type of operation. *Philadelphia Criminel*  
63-4296-37 - 11/2/60  
★

## POLICE ENDANGERED BY FREAK EXPLOSIONS

Police in two widely separated parts of the country barely escaped with their lives from freak explosions within recent months. In the western part of the country, three high-ranking officials were badly shaken by a blast from the trunk of the automobile in which they were riding. Investigation disclosed that the source of the blast was a can of gasoline which had been ignited by sparks from the radio transmitter in the trunk.

In another incident in the East, a police station squad room was shattered by an explosion of chemical jars which had been confiscated earlier from four juvenile would-be scientists. Fortunately, in this case, no one was in the squad room at the time of the blast, although considerable damage was done to the building. *WBI National*  
*Criminal Activities 8/20/60*



## WANTED BY THE FBI

**DONALD LEROY PAYNE**, also known as **Frank Barclay**, **Donald Burningham**, **Roger Fielding**, **R. E. Fielding**, **Bill Johnson**, **William Donald Johnson**, **Don Leroy Payne**, **William Charles Scott**, **Don Thompson**, **Don Whitney**, **Don Wynn**, and others

### *Unlawful Flight To Avoid Prosecution (Rape)*

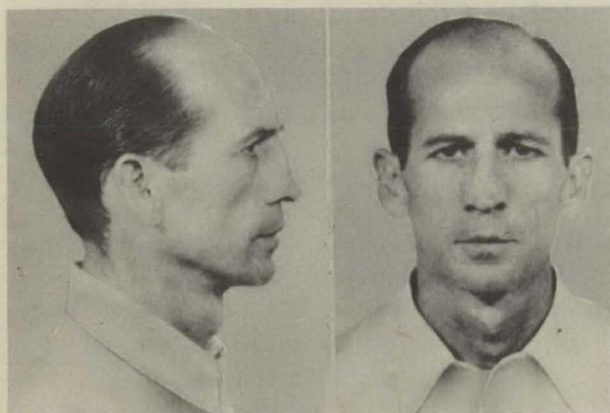
Perversion and rape have earmarked the criminal history of Donald Leroy Payne, whose foul series of sex offenses began in 1937. This highly dangerous convicted rapist is the subject of a nationwide search since being added to the FBI's list of "Ten Most Wanted Fugitives" on October 6, 1960.

Posing as the manager of a dance troupe and using one of his many aliases, Payne allegedly raped an 18-year-old professional dancer on July 10, 1959, in Houston, Tex.

Payne is being sought by the FBI on a Federal warrant issued at Houston, Tex., September 2, 1959, charging he unlawfully fled the State of Texas to avoid prosecution for the crime of rape.

This convicted rapist and child molester has a history of vicious sex attacks on women and children dating back 24 years. He was arrested on a charge of rape of a 15-year-old girl in Albuquerque in 1937. Payne was sentenced to a 3- to 5-year term in the State penitentiary at Santa Fe, N. Mex.

Payne, described as a tattooed man of many trades, many aliases, and many crimes, has been convicted twice for rape, once for perversion upon a 10-year-old boy, and has been charged with rape and sex perversion, as well as assault with a deadly



*Donald Leroy Payne.*

weapon. He was once described by a judge as a dangerous man who "would not hesitate to kill."

Payne was involved in a jail break in which a jailer was severely beaten. He should be considered extremely dangerous.

Donald Leroy Payne has been described as follows:

Age-----	42, born July 19, 1918, Haskell, Okla.
Weight-----	140 pounds.
Height-----	5 feet 10 inches.
Build-----	Slender.
Hair-----	Brown, receding.
Eyes-----	Hazel.
Complexion-----	Medium.
Race-----	White.
Nationality-----	American.
Occupations-----	Machinist, salesman, tailor, newspaper solicitor, fry cook, farm-hand, laundry worker.
Scars and marks-----	Small scar on forehead, scar right little finger, line scar tip right forefinger, birthmark right elbow, tattoos: two hearts, wreath, and "Christine" right forearm, misshaped nose due to former injury.
FBI Number-----	1,333,489
Fingerprint classification-----	21 L 1 U III 14 Ref: 9 M 1 U III

Any person having information as to the whereabouts of this fugitive is requested to immediately contact the Director of the Federal Bureau of Investigation, U.S. Department of Justice, Washington 25, D.C., or the Special Agent in Charge of the nearest FBI field office, the telephone number of which may be found on the first page of local telephone directories.

### CHILD MOLESTER POSTER

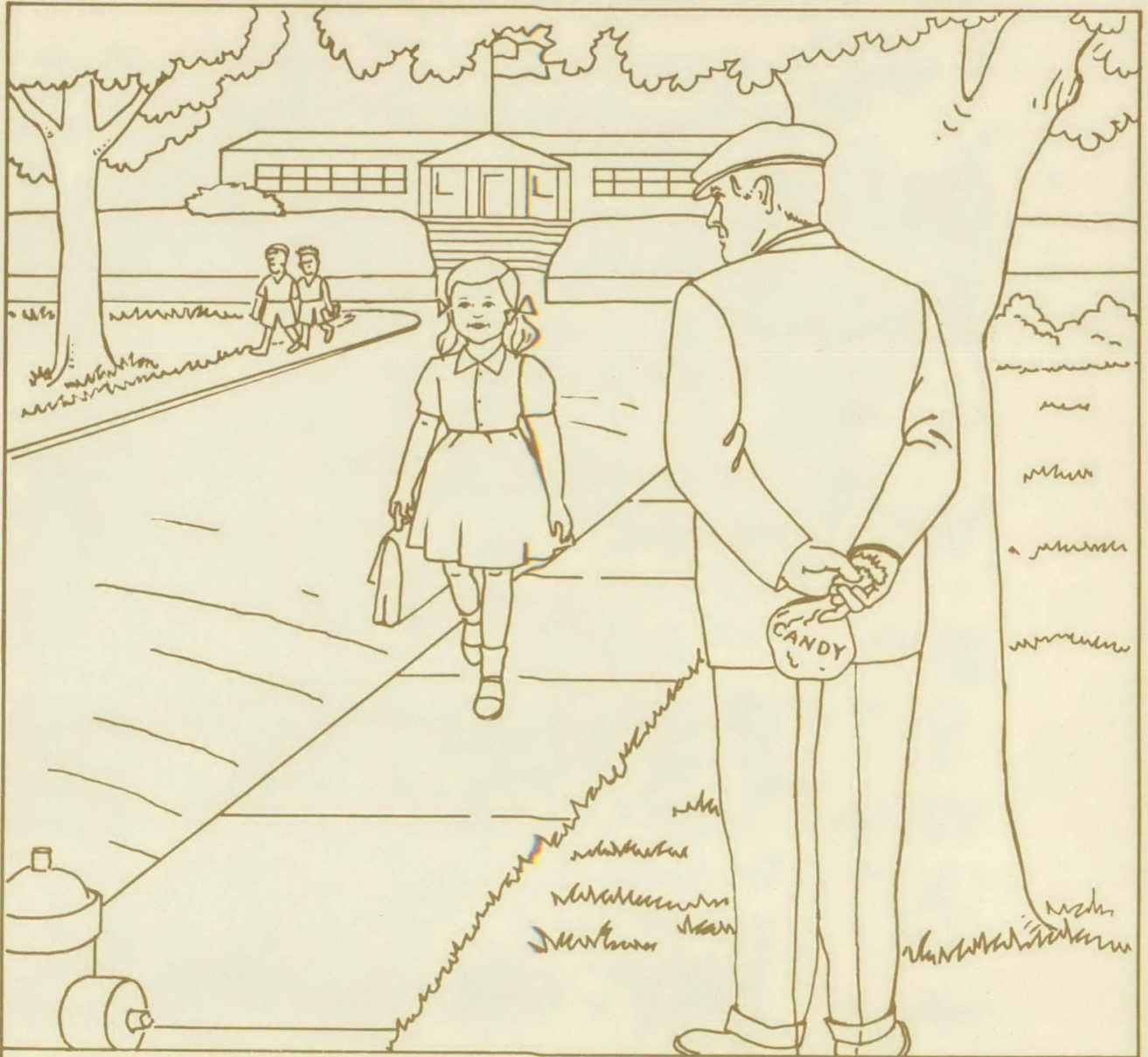
The poster on the opposite page, distributed by the FBI to alert youngsters to the menace of child molesters, has received tremendous response. Some ten million have been distributed to law enforcement agencies, schools, civic and service organizations, etc. The poster is designed to be colored with crayons, water colors, or other paints by children and can be obtained in quantity without cost by writing Director, Federal Bureau of Investigation, Washington 25, D.C.

(See Introduction on page 1)



# Boys and Girls

COLOR THE PICTURE AND MEMORIZE THE RULES



FOR YOUR PROTECTION, REMEMBER TO:

- Turn down gifts from strangers
- Avoid dark and lonely streets
- Refuse rides offered by strangers
- Know your local policeman

J. Edgar Hoover  
Director, Federal Bureau of Investigation



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

OFFICIAL BUSINESS

RETURN AFTER 5 DAYS

POSTAGE AND FEES PAID  
FEDERAL BUREAU OF INVESTIGATION

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## *Questionable Pattern*



The questionable pattern shown above has the general appearance of a whorl. However, it is found that the ridge in front of the left delta formation does not actually recurve in front of the delta. This impression is classified as a loop with seven counts and is referenced to a central pocket loop-type whorl.