



# FBI

## *Law Enforcement* BULLETIN



Vol. 32, No. 5

May 1963

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

# FBI

## Law Enforcement

### BULLETIN

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## *Message from the Director*

TO ALL LAW ENFORCEMENT OFFICIALS:

FREEDOM MEANS DIFFERENT THINGS to different people. To Americans, it means a way of life, the pursuit of individual liberty and happiness under the "rule of law," not the rule of man.

President Kennedy and Congress have set aside May 1 as Law Day, U.S.A., to give impetus to the respect for law. They have also proclaimed special recognition for the enforcement of law by naming May 12-18 as Police Week and May 15 as Peace Officers Memorial Day.

Our system of government under law is based on a moral and spiritual concept. Its origin and development stemmed from the love of individual freedom and justice. We hold these fundamental rights to be sacred and secure from governmental abuse. Yet, liberty and justice cannot survive without orderly restraint. Freedom-loving people believe man is best served under a self-administered rule of law, with a maximum of liberty and a minimum of restraint.

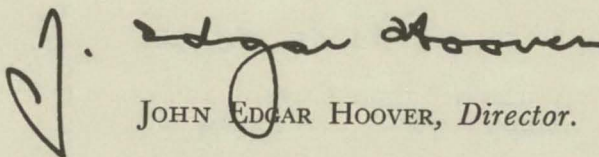
Where freedom prevails, there must be security. They are inseparable. To be free and to remain free, man must be relatively secure. He must rely on the stability of order created and maintained by the rule of law. Likewise, to be secure—to achieve the stability of order through justice under law—man must be free.

The significance of proper enforcement of law to the welfare of our society—although often overlooked—is a paramount issue. It helps to maintain the delicate balance between the rights of the individual and the rights of society. In recent years, we have seen an accelerated trend in some quarters to overrun the rights of society. This is particularly true in the realm of organized crime and the underworld. More and more our judicial-legal system is being circumvented by the criminal elite. They hide behind a small battery of lawyers-criminal bought with blood money to shield their lawless schemes. These persons could not care less for con-

stitutional rights, except as an expedient to avert punishment for their crimes.

Communists, too, are an undermining force bent on destroying our rule of law while basking in the light of freedom which it provides. They spew the germs of a godless ideology which seeks the destruction of our free Government; however, they show no qualms in scurrying to the shelter of our Constitution when it serves their cause.

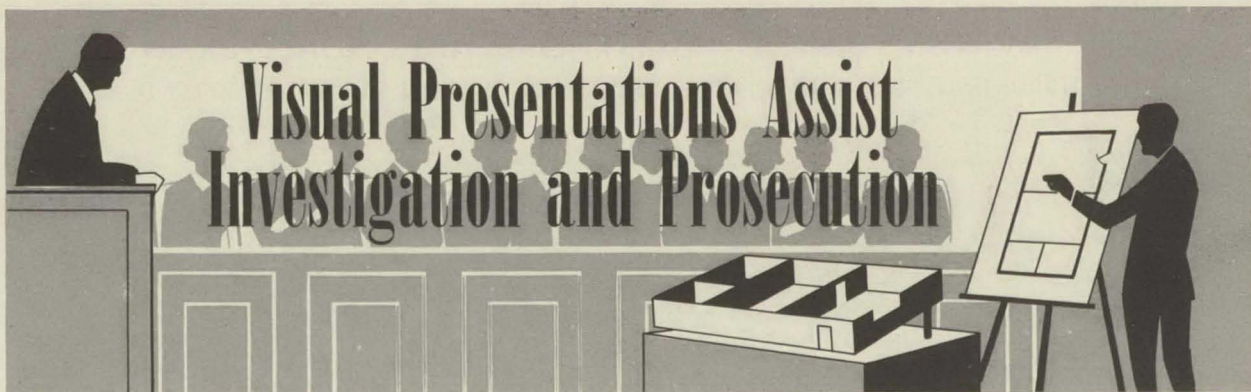
It was Lincoln who stated, "Let reverence of the law . . . become the political religion of the Nation." Special observances of Law Day, U.S.A., and Police Week should accentuate our obligations as Americans to promote the "reverence of the law" and to defend our society against all enemies. Law, after all, is the sustaining link between man and freedom.

A handwritten signature in dark ink, consisting of a large, stylized 'J' followed by the words 'edgar Hoover' in a cursive script.

JOHN EDGAR HOOVER, *Director.*

MAY 1, 1963.





*The courtroom was deathly silent. All eyes were focused on the U.S. Attorney who had the floor. He stepped briskly behind the exhibit table and picked up a long wooden pointer. Before him on the table was Government Exhibit No. 1, a fully scaled, cutaway, three-dimensional model of a building. The prosecutor leaned forward slightly, keeping his eyes on the defendant all the while, the pointer poised. Speaking softly, he asked the defendant, "Now, just where, Mr. Blank, were you standing when you observed Mr. Smith with a gun?"*

*Mr. Blank squirmed and shifted nervously in the witness chair which had suddenly become extremely uncomfortable. He stole a furtive glance at his counsel's table. He groped for a plausible answer, but, try as he would, he was unable to demonstrate in the exhibit how he could possibly have seen what he had previously testified seeing when the crime on the Government reservation occurred. The jury found Mr. Blank guilty of perjury.*

☆ ☆ ☆

The above case is fiction, and the names used also are fictitious. However, it represents similar true incidents in actual FBI cases, and it serves as a poignant example of the effective use of visual presentations as prosecutive aids. Further, it is an excellent example of why the importance of visual aids in law enforcement should not be overlooked.

### **FBI Exhibits Section**

Within the FBI, this little-known, but remarkably successful, type of service has been performed since 1935 in the FBI Exhibits Section. Here, talented exhibits technicians perform their highly

skilled work in both the mechanical and graphic arts to assist FBI Special Agents in active investigations and to help present the evidence and facts in court in the search for truth. These intricate and highly specialized operations in the FBI are under the supervision of Insp. Leo J. Gauthier who has testified as a visual aid expert in courts throughout the country.

There are four sound, practical reasons for using visual aids:

1. The visual impact is man's most important source of learning.
2. One picture or diagram and a simple, terse explanation eliminate the need for lengthy, complicated explanations.
3. Conciseness and brevity retain interest at a high level.
4. Visual aids help to avoid the pitfalls of language interpretation.

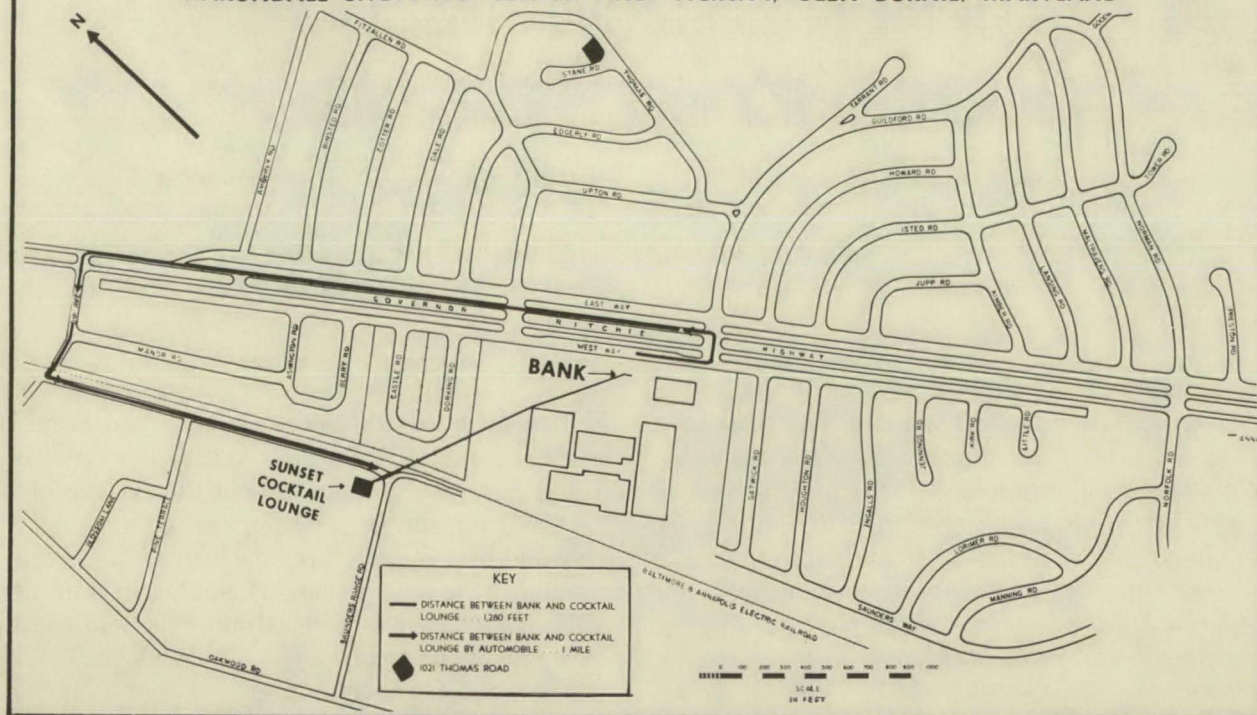
As a general policy, because of the limited staff of specialized technicians, requests for services of the FBI's Exhibits Section cannot be honored where the FBI does not have investigative jurisdiction.

### **Court Trial Exhibits**

One of the most important phases of the work of the Exhibits Section specialists is the preparation of two- and three-dimensional exhibits for trial use. Two dimensional exhibits, such as charts, maps, diagrams, and sketches, are the type most used, since they are comparatively easy to prepare and are generally adequate to clarify complicated facts by providing a visual foundation for oral testimony. On-the-spot notes made by the exhibits specialist are best for preparing the exhibits for trial use, but good exhibits can be pre-



## HARUNDALE SHOPPING CENTER AND VICINITY, GLEN BURNIE, MARYLAND



pared from notes and rough sketches submitted by the investigator at the scene of the crime, as long as the submitted information is detailed and completely accurate. The investigator then thoroughly checks the completed chart against his workpapers prior to testifying in court.

## Youths Arrested

Two youths involved in a bank robbery in Maryland were apprehended shortly thereafter—one by FBI Agents and Maryland police approximately 90 minutes after the holdup, the other, 3 days later in El Paso, Tex. The youth taken into custody in Texas pleaded guilty to the charge of robbery, but his accomplice pleaded not guilty as a conspirator, and the case went to trial.

Since the accomplice's story indicated that the two youths had traveled in the vicinity of the

bank to a considerable extent before and after the holdup, it was necessary to establish his guilt in aiding his "gun-toting" partner to escape after the holdup.

Exhibits specialists surveyed the crime scene and surroundings with an FBI Agent familiar with the case, obtained measurements, photographs, and street maps and prepared a scaled map of the area for use at the trial. The map was admitted by stipulation and was used many times to clarify testimony. The defendant was found guilty as charged after 3 days of trial proceedings.

Another important function of visual aids is to enable jurors to understand a *modus operandi* or abstract idea with which they are not familiar. These are often very hard to explain verbally. For instance, an illustrated diagram may help explain the operation of a check "kite." By using a diagram, it can be demonstrated exactly how swindlers use the timelag in the normal handling of commercial paper to issue a series of checks written on insufficient funds against various accounts to cover shortages in other accounts.



Where clarification of facts cannot be achieved by two-dimensional forms, then it becomes necessary to provide a three-dimensional scale model in order to adequately explain these facts. The use of such a model must be limited to those cases where complete understanding of facts cannot be conveyed in any other way, and where it is impractical for the court and the jury to view the actual crime scene.

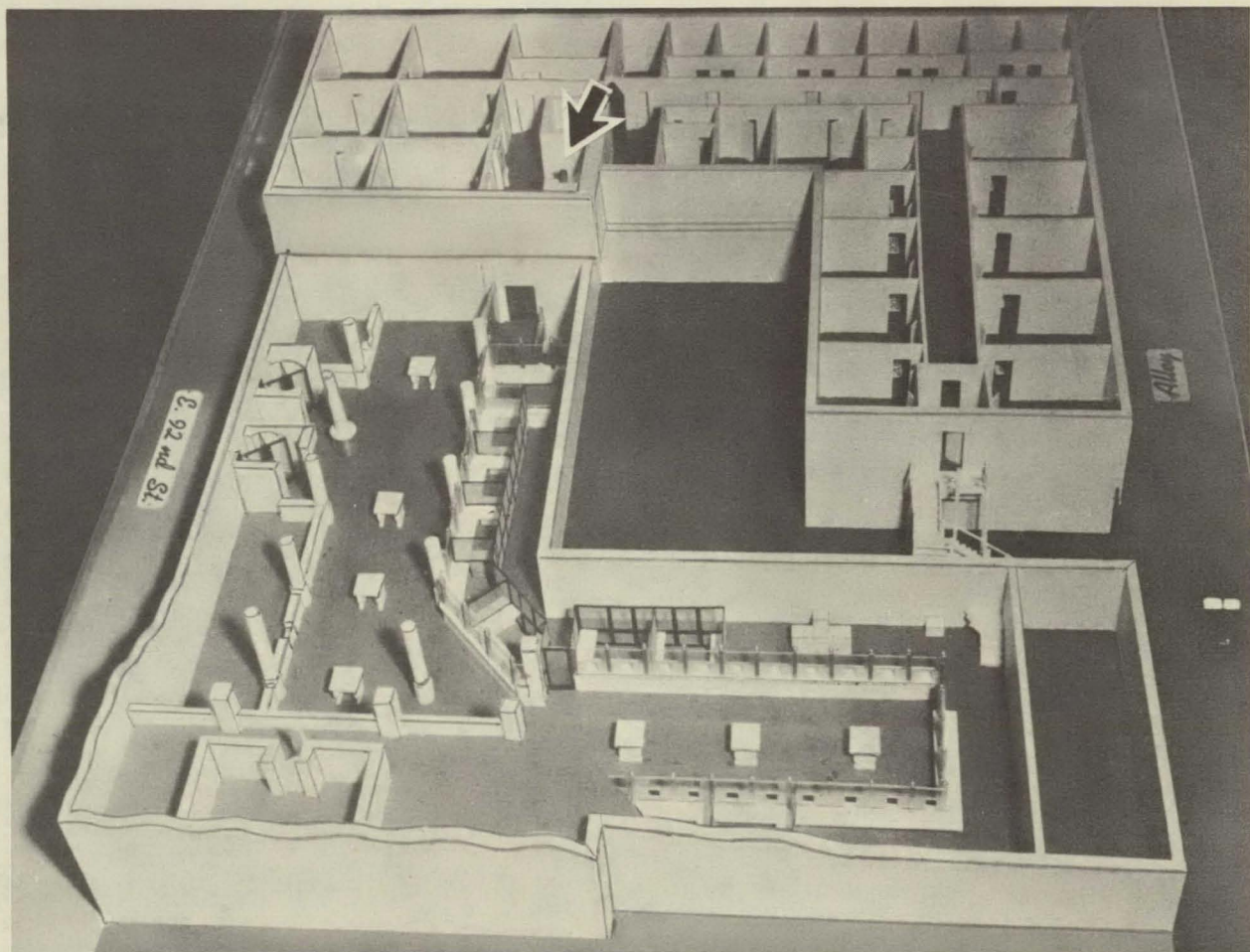
### ***Models Prepared***

Models are prepared only from data gathered at the crime scene by an exhibits specialist, either immediately following the crime or as soon thereafter as possible. In this way, the courts may place more reliability on the accuracy of the exhibits since all factors shown can be fully authenticated by the exhibits specialist.

The FBI's entrance into the field of scale-model building for trial use began in 1951 with the preparation of a model of the South Chicago Savings Bank in the trial of a man by the name of Jakalski, accused of bank robbery and murder. A definite need for trial aids arose when confusion in the testimony of witnesses at two prior State trials had resulted in Jakalski's acquittal.

Blueprints, measurements, and photographs of the bank and an adjoining building were obtained by an exhibits specialist, and a scale model of both buildings was built.

Using this model, introduced into evidence by the exhibits specialist, witnesses were able to clearly and graphically indicate their positions and observations at the time of the robbery and murder. As a result of this testimony, Jakalski was convicted and sentenced to 199 years in prison. Two accomplices were later convicted and sen-



*Overall view of model of bank and adjoining building through which escape was made. Arrow indicates stairwell used in the escape.*



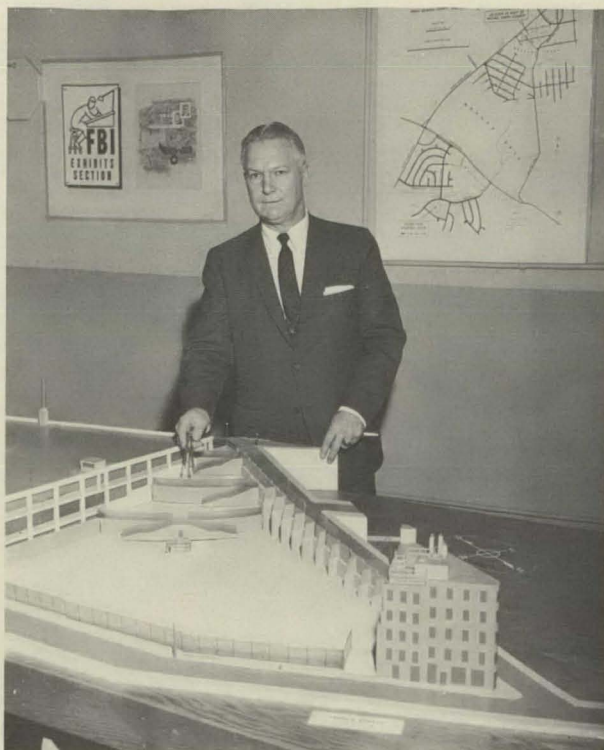
tenced, and one other formerly acquitted in Federal court was later convicted in State court after a trial in which the scale model was used.

### ***Brink's Robbery Case***

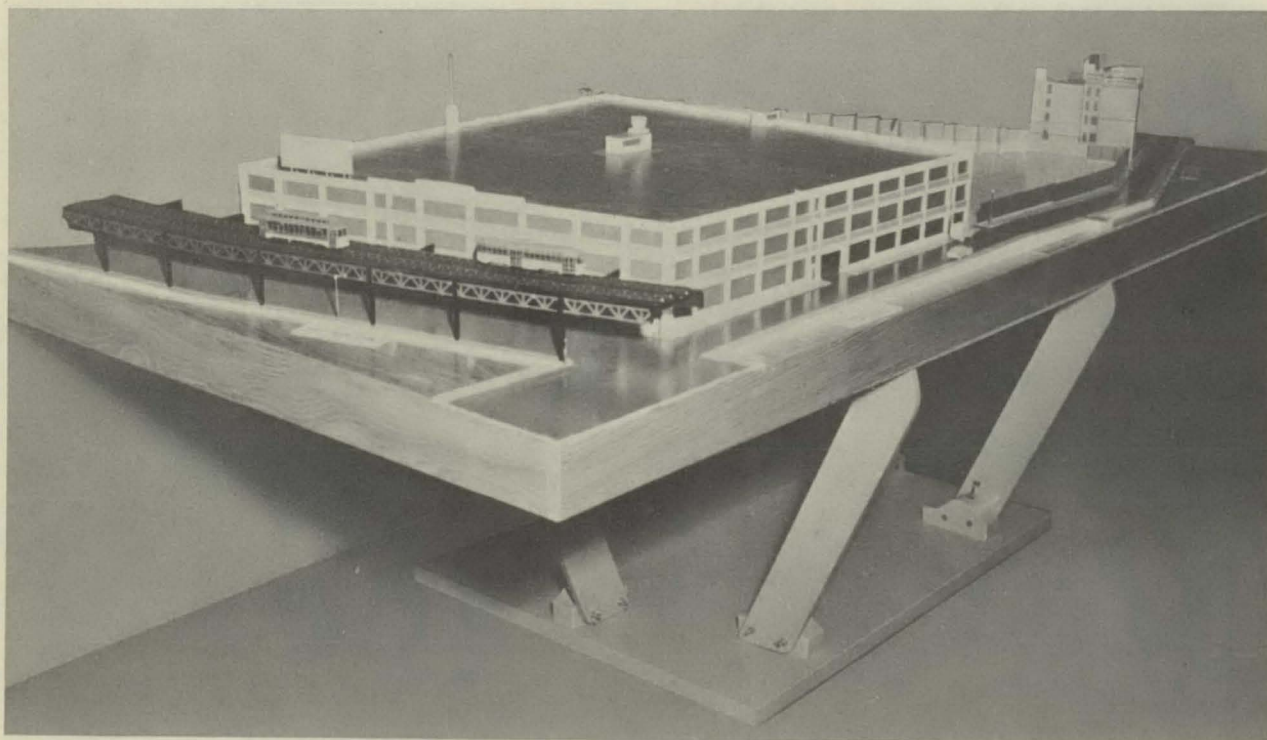
Scale models used in the famous Brink's robbery case served to pinpoint and demonstrate actions taken by all defendants during the "casing" and robbery of the Brink's facility. However, due to the lapse of time between the robbery in 1950 and the apprehension and trial of the bandits in 1956, some extremely difficult problems were encountered in obtaining accurate information needed for constructing the model requested for use in the preparation and presentation of the case.

By using a combination of personal on-the-spot observations and notes, supplemented by photographs and an investigator's drawings made immediately following the robbery, plus information from Brink's employees with firsthand knowledge of the building interior as it was at the time of the crime, it was possible to reconstruct replicas of the building and its surroundings as they were in 1950.

These demonstrative exhibits were used extensively during the trial, and all defendants were found guilty and received long prison sentences.



*Insp. Leo J. Gauthier, chief of FBI Exhibits Section, with a three-dimensional trial model of Brink's Building in Boston, scene of one of the most infamous robberies in U.S. history.*



*Model showing exterior view of Brink's installation and surrounding area.*



The 6-year-old son of a wealthy automobile dealer in the Midwest was kidnaped September 28, 1953, and held for a \$600,000 ransom. The ransom was paid in full, but the child was never returned to his parents. FBI Agents found his body, October 7, 1953, buried in a shallow grave; he had been shot through the head. The kidnapers, a man and a woman, apprehended the day before, were tried and found guilty on an indictment charging them with violation of the Kidnaping Statute. They were sentenced to death and executed on December 18, 1953.

Only \$295,140 of the \$600,000 ransom paid to the kidnapers was turned over to FBI Agents. Two men were indicted for perjury as a result of testimony given in the handling and disposition of the ransom money at the time it was recovered from the kidnapers. To establish the ability of witnesses to actually see the movements of persons who handled the money inside the building where it was taken, it was necessary to use a scale model of this building at their trial. Both men were found guilty as charged and both received prison sentences.

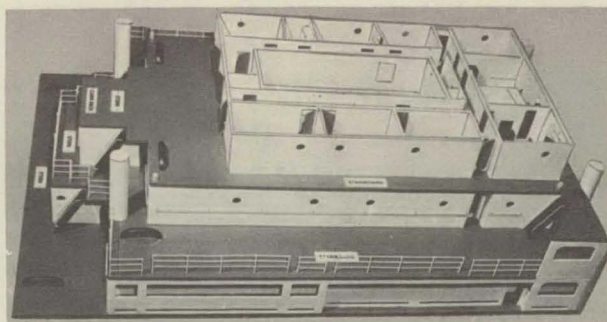
### ***Homicide Aboard Ship***

In a homicide case which took place aboard a freighter, when the ship's captain shot and killed a member of his crew, determination of the facts became very complex. Questions arose concerning threats, overt acts, the mental state of the victim, reasonable retreat, and the possible use of unnecessary force by the captain. These were made all the more difficult to explain to a jury of laymen because all the action took place aboard ship and all witnesses were seamen who spoke the jargon of the sea.

To overcome these difficulties, a model of the midship's section of the freighter was built by exhibits specialists from specifications obtained aboard a sister ship. The ship on which the crime had been committed had put out to sea prior to the receipt of the request for the model.

Since the total action covered three decks, the model was built in such a way that upper decks could be progressively removed to give a full view of the ship's interior.

Extensive pretrial use was made of this model by both the prosecution and the defense in preparing their respective cases. A technical expert hired by the defense inspected the model and pronounced it accurate. It was admitted by stipula-



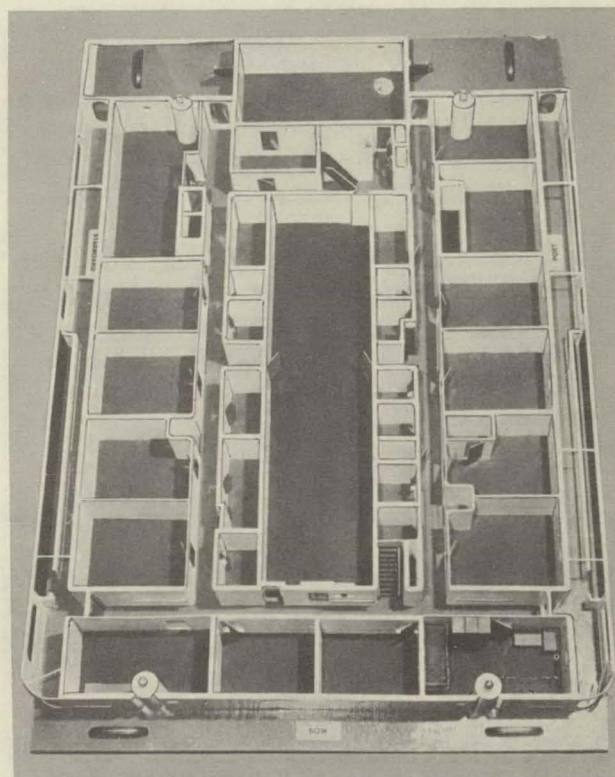
***Three-tiered model of portion of ship showing cabin, boat, and main decks.***

tion. By use of the model, witnesses were able to point out where and how the action took place. It was of material assistance in helping the court reach a final adjudication.

### ***Facial Identifications***

Another important function of the Exhibits Section serves often as the key to a successful investigation. Although several devices are available for utilizing drawings and overlays bearing likenesses of typical human facial characteristics, FBI art-

*(Continued on page 22)*



***View of model with two upper decks removed, showing interior layout of main deck.***



## INVESTIGATORS' AIDS

*(This is the first of a two-part article setting forth suggestions to law enforcement officers and prosecuting attorneys in the preparation of cases for trial and the problems to be anticipated.)*

The preparation of a case for trial is most important to an attorney and to the eventual outcome of a case. I know of no instance where an attorney has been able to play the whole thing by ear and guesswork and has been successful. This is true of both criminal and civil cases.

I speak from the point of view of a prosecuting attorney preparing a criminal case for trial. A criminal case probably involves more people in its preparation than civil cases—lawyers being, as a rule, more on their own in civil cases.

### **Preparation Details**

A careful prosecuting attorney will not content himself with a quick review of the case before trial. He must examine the complete file—exhibits, memoranda of facts, statements of witnesses, pleadings, and the like. But this is immediately before trial.

Law enforcement officers play a very important role in the preparation of a case for trial from the time of the discovery that a crime has been committed. The moment law officers are first contacted, in regard to the commission of a crime, the preparation begins. Let's use homicide as an example. A dead body has been discovered and you are the first official notified. Noting the time right then and there is important. A pencil and notebook in your hands can mean a great deal to a prosecuting attorney. I don't need to tell you how to investigate a suspected murder. Most full-time officials have had sufficient training and experience to know what to do and how to do it. However, I would like to have you keep in mind that the matter you have under investigation will more than likely end up in court. If you proceed with that in mind, you will be doing a great service to the lawyer who will eventually try the case.

## **Preparing Cases for Court Trial Requires Planning**

by ATTORNEY GENERAL FRANK E. HANCOCK,  
*Augusta, Maine*

Of course, in those cases of death suspected of having been due to violence, the work done when the body is first found is most important. In our hypothetical situation, you must control the scene. Too many fingers spoil the "broth," and so in investigations, too many investigators can spoil a lot of things. The medical examiner will eventually arrive. Let us hope he knows his business; otherwise you'll have to watch him to see that he does not move the body unnecessarily or disturb physical evidence before it has been properly photographed, measured, etc. Most medical examiners will be careful, but you will occasionally encounter an "inexperienced" one or an "old timer" who knows all the answers.

Control of the evidence is very important. Once proper photographs are taken and measurements made, the body will be removed for autopsy. It



**Attorney General Frank E. Hancock.** (Photograph  
Courtesy of Mansur, Augusta, Maine)



is important to see that continuity of the body is established. Make sure the body is properly and carefully handled by those removing it. Have an officer ride with the carrier to the morgue to see that it is further handled carefully and to establish continuity. In most cases a pathologist will arrive ready to do his post mortem; however, if the body must be held for some time before autopsy, it should be secured in some manner. A locker in the morgue is the most logical place, but oftentimes these are not available. In that case, a locked room with access by only one or two persons is preferable. Under some circumstances, I can see the advisability of having a guard over the body until autopsy. There is always the possibility of someone's molesting the body if it is left unattended. This could upset the whole case. Certainly, the chances of such a thing happening would be remote, but nevertheless possible. In any event, continuity of the deceased body should be established.

### ***Gathering Physical Evidence***

Now let's return to the scene and concentrate on physical evidence to be found there. Again, we become involved with continuity. It is best to limit the number of officers who are to handle such evidence. In this way, the eventual number of witnesses is limited. You will have various pieces of evidence to be taken for more minute examination to technical specialists. If one person can gather, label, and carry that evidence, so much the better. It may mean extra travel for him, but it means fewer complications later on. Use the same person, if at all possible, to go to the scene of the autopsy and gather similar physical evidence there for purposes of continuity through the least number of witnesses possible.

### ***Identifying Evidence***

All items of evidence must be marked for identification. A break in the "travels" or continuity of this chain of evidence can be most embarrassing and even fatal on the witness stand. The point is to show that no one had the opportunity to tamper with a particular piece of evidence. Of necessity, some of this evidence must pass from one person to another. Proper labeling, dating, etc., are therefore most important. There have been instances where medical examiners, pathologists, and inexperienced officers have

marked bullets improperly, thereby defacing a part of the bullet to the extent that it defeats the purpose of the criminal laboratory examination.

### ***Importance of Photographs***

The use of a camera at the scene is a must. Make sure the photographer knows his business. He will not always be needed to testify, but should be available and prepared to do so. Photographs at the autopsy are also important, particularly to show wound areas and direction of paths of wounds. Colored slides are often a valuable aid, as long as they are not of such a nature as to inflame the minds of the jury and thereby become prejudicial to the defendant. As we all know, doctors speak in technical medical language. If they can testify while referring to photos or slides, the jury will understand more readily, and it will eliminate the necessity of having to continually explain in layman's language and using gestures in referring to parts of the body.

### ***Diagram Accuracy Stressed***

Preparation of a diagram of the scene is usual, and, again, I stress the necessity of a good job. A person familiar with this type of work should be used. A diagram is usually the first bit of evidence used in a trial. The jury will have it before them throughout the trial as the case unfolds. The State's attorney should check the plan before trial with the drafter to be assured that no mistakes have been made.

Recently, an investigator unfolded a diagram in my office which was to be used at the trial. In his reference to compass directions, I became confused. A closer check showed that his compass legend was reversed. It was an understandable mistake because of the layout, but such a mistake could have put the State in an embarrassing situation right at the very beginning of the trial had it not been discovered beforehand.

Remember that only in rare instances are there eyewitnesses to such heinous crimes as murder, and that, no doubt, is true with regard to most felonies. It is therefore very important that physical evidence be carefully catalogued so as to enable the prosecutor to establish the corpus delicti of the case without unnecessary involvements.

A good investigator can be most helpful toward preparation of a case, if he knows his experts. Although it is not always the job of a police offi-



cer to determine which doctor shall perform a post mortem, your experience can be helpful to a prosecuting attorney in this respect. An experienced medicolegal pathologist, of course, is preferable. In States such as Maine, they are not always available, and often medical examiners, medical doctors, and clinical pathologists are called upon to perform autopsies. Many medical examiners do excellent work, but their effect on the witness stand can be lessened because they are not experts in the pathological field. Hospital or clinical pathologists, although excellent in their fields, may be novices on the witness stand to some extent. They are not always familiar with various types of wounds found in violent deaths. They do not always look for the same things during autopsy as do the experienced medicolegal pathologists. Such witnesses are most important to the State. A good defense attorney can raise havoc with such inexperience and often leaves doubts in the minds of the jury. Establishing the cause of death is vital to the case, but it also must be shown either by the circumstances of the case or by such expert testimony, or both, that accidental death, natural death, and suicide are excluded. A *complete* autopsy, and I emphasize the word "complete," should reveal "*all*," taken in consideration with all other evidence.

### ***Questioning Witnesses***

Another phase of the preparation of a case is the interview or questioning of individuals having any information relating to the crime. Here again experience counts. I prefer that such interviews, whenever possible, be recorded and transcribed. There is usually time for the investigator to prepare a trial book. If this contains transcriptions of what was actually said by the prospective witnesses, it is more accurate than a recount of what the interviewer heard. If the circumstances allow, one person should interview all witnesses as soon as possible. I realize that I am talking in terms of ideal situations, and I certainly understand many of the problems that an investigator may encounter, depending on the particular circumstances. Again, and I must continually stress this, experience of the investigator in this phase means a great deal to a prosecutor.

In many instances, the perpetrator eventually confesses his crime. Please remember that this confession cannot be placed in evidence until the

State has established a corpus delicti by the presentation of such credible evidence as will create a really substantial belief that the crime charged has been committed by someone. (The corpus delicti in a homicide is the death of a person caused by some criminal agency.) The confession, therefore, is usually the climax of the case for the State and must be properly obtained to be admissible.

### ***Obtaining Confessions***

In Maine, as in most other States, the legal test of the admissibility of a confession is whether it was voluntarily given without threat and without some promise of reward. The technique of obtaining confessions is important. I need not tell you that strong-arm methods are out, but it is also important that the suspect be questioned under circumstances indicating no coercion whatsoever. A statement given after long hours of questioning and no sleep by the suspect throws suspicion on the State. Make sure he is fed, has something to smoke, and that he is rested enough so that in your testimony on the stand you can relate that he was properly treated.

It is always wise to tell the prisoner that whatever he says may be used against him. To tell him he has certain "constitutional rights," without additional explanation, is usually meaningless. Oftentimes a person in that position will have no idea of the meaning of the term. Above all, remember that voluntariness is the test. Experience really counts in the manner of questioning. Don't lead him; let him tell his story in his own words in narrative form. It is necessary to ask questions to get details, but let him tell the story. Putting words in his mouth makes for an ineffective statement, and cross-examination will bring this out and possibly make the confession less effective.

Be sure to get all the information possible. Too many times an interviewer will be satisfied with the suspect's saying, in effect, "I did it." While he is in the mood, let him tell all. He will then have less opportunity later on to change his story. Getting such a statement transcribed is helpful; you then can review what he said, and he can make corrections if he wishes. Be sure that all the elements of the crime to be charged are included. Be friendly and informal as much as possible. You will have to determine at the beginning what per-



sonality type you are dealing with. To review from the prosecutor's standpoint—make sure the confession is voluntary, and make sure you get all the information possible.

What I have been talking about will give you an indication of the type of investigation that we, as prosecutors, would like and which would enable us to properly prepare a case for trial.

### ***Design of Investigation***

Keep in mind that an investigation should be designed to accomplish justice by determining the ultimate accurate detection of the offender and making it possible in the eventual trial of that offender to sustain the State's burden of criminal proof before a jury beyond a reasonable doubt.

As I have mentioned, a careful prosecuting attorney will have more to do than just make a quick review of things before trial. He should, as much as possible, work along with the investigation to familiarize himself with the facts to aid in his presentment of the case to the grand jury and the expected trial.

At this point, after our thorough investigation and before trial, the prosecutor must buckle down and so thoroughly familiarize himself with all phases of the case that he will be literally "on top" of things at all times during the trial.

*(This article will be concluded in next issue.)*



### **BOOKLET FOR FOREIGN MOTORISTS**

The American Automobile Association has available for distribution in limited quantities, without cost, a booklet entitled "Motoring in the United States." The booklet contains information for motorists from abroad who expect to drive in the United States and sets forth the gist of various international agreements pertaining to driving in the countries which are parties to the agreements.

Copies may be obtained by writing to Mr. Merritt Smith, Assistant Secretary, American Automobile Association, 1712 G Street NW., Washington 6, D.C. *LETTER FROM MERRITT SMITH*  
*AGS. SEC., AAA* ★ *DATED 2-7-63*

### **CHEMICAL EXAMINATIONS**

It is possible to determine by chemical examinations whether a person has drowned in salt water or fresh water. *94-3-1-6873*  
*IIL*

## **Swiss Watch Smuggler Winds Up In Jail**

Officers of the Turkish National Police, while on physical surveillance of a large hotel in Istanbul, Turkey, observed an individual enter the hotel who appeared to be extraordinarily large and walked at an extremely slow pace. However, the thinness of his face aroused the suspicion of the observant officers as it was not in proportion to the size of the rest of his body.

Their curiosity aroused, the officers decided to place a surveillance on him. A short time later, he was observed to make a contact with a known smuggler. After questioning the men, the police arrested both of them.

A search of the man with the large body and the thin face disclosed he had on his person 1,000 Swiss watches which weighed approximately 58 pounds. It was determined later that this individual, a Swiss national, had arrived at the Istanbul Airport that day and proceeded immediately to the hotel to dispose of his contraband.

*Legat Rome 63-4296-233 rev. 53*



*Vest used by smuggler to conceal 1,000 watches.*





## ***Policing Services of Port Authority at New York Airport***

*by WILLIAM A. O'CONNOR, Superintendent of  
Police, the Port of New York Authority*

Modern-day airports, the travel hub of the Nation's metropolitan areas, are more than just a collection of terminal buildings, runways, hangars, and consumer services. They are, in effect, small cities in themselves, with a distinct pattern of life and unique problems in management. The best illustration of this is New York International Airport, one of the world's greatest airports and the aerial gateway to the United States.

New York International is a part of the regional air terminal system serving the New Jersey-New York metropolitan area. The other airports in the system are La Guardia in New York and Newark and Teterboro in New Jersey. These airports are financed, developed, and operated by the Port of New York Authority, the self-supporting agency of the States of New York and New Jersey. The Port Authority was created in 1921 by a compact between the two States to plan, develop, and operate terminal and transportation facilities, and to promote and protect the commerce of the port district.

### ***Facilities Served***

Today, the Port Authority is responsible for 23 facilities which expedite the movement of people and goods to, from, and through the port district. In addition to the air terminals, these facilities include six interstate tunnels and bridges, six marine terminals, a bus terminal, two union motor-truck terminals, a railroad freight consolidating terminal, and an interstate rail rapid transit system—the Port Authority Trans-Hudson Corporation (PATH), formerly the Hudson Tubes.

To serve the special needs of the thousands of rail, bus, and air travelers who pass through Port Authority terminals each day, the bistate agency has a force of 1,200 police officers and superiors. This police unit, the second largest in New Jersey and the fifth largest in the State of New York, performs a wide variety of specialized duties in addition to its normal police functions.

The three major Port Authority airports are staffed by 202 officers and superiors, as follows:

<i>Airport</i>	<i>Captain</i>	<i>Lieutenant</i>	<i>Sergeants</i>	<i>Police officers</i>
New York International----	1	1	10	77
La Guardia-----	1	—	7	60
Newark-----	1	—	8	36

Teterboro Airport, which is used primarily for business and private flying, does not require the same type of police protection as the larger and busier passenger fields, and has no regularly assigned police personnel.



**Mr. William A. O'Connor.**



The duties of these airport police units include: foot patrol in terminal buildings; traffic control; motor patrol of parking lots and roadways; response to calls from tenant terminals, stores, cargo facilities, and hangars; response with fire equipment to aircraft emergencies; crowd control and personal security measures for arrivals and departures of important dignitaries; investigation of criminal activities; and cooperative action with other law enforcement agencies having business at the airports.

The regularly assigned airport forces are augmented by members of the Central Police Pool for movements of dignitaries, special crime prevention details, normal replacements (e.g., sick, excused time, court appearances), or emergency situations. The Central Pool, which usually numbers 165 superiors and police officers, includes about 60 trained airport men at all times.

The wide range of duties which must be performed by the 90-man unit at New York International Airport is indicated by the fact that the airport covers nearly 5,000 acres, an area as large as Manhattan Island from 42d Street to the Battery. The "downtown" section of this "city" is Terminal City, a 655-acre area containing 9 passenger terminal buildings, 10 miles of roadways, and parking space for 6,000 cars.

### *Volume of Work*

This airport has a working population of more than 30,000 people, handles about 11 million passengers a year, and has millions more who come to the airport on business or as visitors. It is a glamorous place where one may hear all the world's languages and see people from all over the world, including heads of state and famous individuals.

The glamour events of our police work, however, are secondary to the hard, routine job of making this beehive of activity operate smoothly and efficiently.

The patrol car operator, the traffic men in front of a terminal building, the foot-post man inside a terminal building, even the meter-patrol man cruising the parking lots, have one purpose which overrides all others. That is to see that the Port Authority's patron enters, leaves, and passes through the airport with a minimum of delay, with safety, and without feeling either harried or hurried.

The miles of airport highways must be patrolled to keep traffic moving freely; sick or injured persons must be aided; calls for assistance from tenant's private security forces must be answered; the man from Montreal who can't find a restaurant must be directed; the lost child must be reassured and its parents located; the buses, taxis, and private cars must be kept moving; the vast parking lots must be policed to enable them to cope with the four-wheeled onslaught; and the pickpocket must be spotted and apprehended. In short, the public must be protected and served.

### *Visiting Dignitaries*

This routine must be continued while the leading actors on the world's stage make their entrances and exits to and from New York and the United States. These movements present, in some cases, severe security hazards not only to the dignitary in question but to the reputation of the United States, particularly in its capacity as host to the United Nations. Such arrivals or departures require careful planning, involving such diverse agencies as the New York City Police Department, U.S. Department of State, United Nations representatives, consuls or U.N. ambassadors, and security people from the country in question, the airport manager, airline personnel, and Port Authority Public Relations, as well as the responsible Port Authority police official, such as myself, Inspector Thomas Reilly, and the airport police commanding officer. When the President is involved, of course, the Secret Service becomes a party to the planning.

### *Special Coverage Given*

Arrangements must be made to handle press and television representatives as well as diplomatic or political figures who wish to greet the incoming or outgoing personage. Sometimes arrangements must provide for crowds who wish to demonstrate for or against a particular individual as well as the general public who may wish to watch. Security posts must be agreed on; motorcade line-ups organized; arrangements for press conferences or statements may have to be made; and scheduling for augmenting the regular police complement, with our own and municipal police units, must be made.

The dimensions of this problem are shown in the table listing the dignitaries who visited our air-



ports in a 2-week period in 1960, during the United Nations General Assembly meetings in New York, and the Port Authority Police coverage which was required:

		<i>Officers</i>	<i>Superiors</i>
Sept. 14	Senator John F. Kennedy	4	1
Sept. 16	Yugoslavian Delegation to U.N. ....	5	1
	Prime Minister David of Czechoslovakia .....	2	1
Sept. 17	Lord Hume of Great Britain, Foreign Minister .....	2	1
	47 members of Russian Delegation .....	4	1
Sept. 18	Premier Castro .....	116	18
	Wladyslaw Gomulka of Poland .....	27	7
	President Novotny of Czechoslovakia .....	27	8
Sept. 19	U.S. Secretary of State...	10	3
Sept. 20	General Alemeda, Chief of Cuban Army.....	7	1
Sept. 21	President Nkrumah of Ghana .....	5	1

Sept. 22	President Eisenhower arrival .....	50	12
Sept. 23	President Eisenhower departure .....	50	12
	President Nasser of United Arab Republic.....	63	13
Sept. 24	Prime Minister of Canada Diefenbaker and party .....	5	1
Sept. 25	Prime Minister Nehru of India .....	56	9
	Prince Hassan of Morocco .....	7	3
	Danish Foreign Minister Krag .....	5	1
	Prince Norodom Sihaunok of Cambodia.....	12	5
Sept. 26	President Eisenhower arrival .....	40	12
Sept. 27	President Eisenhower departure .....	40	12
Sept. 28	Premier Castro of Cuba...	50	12
	King Hussein of Jordan...	10	2
	President Sukarno of Indonesia .....	40	6
Sept. 30	Crown Prince Akahito of Japan .....	10	2

This was an unusual period, but there are an average of 5 to 10 occasions a month which require added coverage from the Central Police Pool and other Port Authority facilities, sometimes on extremely short notice. For example, we had 2 hours' notice of the arrival of First Deputy Foreign Minister Vassily Kusnetsov of Russia during the Cuban crisis. Forces needed for security and handling of press and diplomatic representatives totaled 6 superiors and 24 police officers from the Port Authority and 5 superiors and 18 police officers from New York City.

With the overseas travel to and from the U.N., the constant movements between Hollywood, New York, and overseas, the flow of well-known people never stops. The destinations change, but the pivot of all the trips always remains in New York.

### ***Cooperation Necessary***

This demand for special police coverage and the routine airport police problems could not be handled without interdepartmental cooperation. On the other hand, every law enforcement agency which has need to enter upon one of our airports in the course of its business would find its job that much more difficult if it were unable to call on our men.

We may, in the course of an average week, make use of the facilities of local police stations



***Port Authority Officer Herbert Tonery giving directions at New York International Airport.***



and technical criminal prevention equipment, use the municipal jails and court system, request police details for special movements, ask for investigation of airport criminal actions which have ramifications off the airport, seek information from Federal law enforcement agencies in their various specialties, and ask other agencies to apprehend criminals fleeing from an airport.

In the same week we are likely to assist other agencies in intercepting wanted persons either in or outbound on aircraft, assist in backchecking to trace missing suspects or cargo, to aid U.S. Immigration in escorting deportees to departing planes, provide security coverage for officials at the request of the State Department, find runaway children or escapees from various institutions, provide information on criminals and criminal acts on the airports which have bearing on the responsibilities of city, State, and Federal agencies, and provide backup to privately policed tenant areas.

### ***Specialized Functions***

In addition to all these police functions at the Port Authority airports, our police have the responsibility of firefighting and emergency rescue in aircraft incidents. The agreements under which the Port Authority operates the New York and Newark Airports specify that the municipalities retain responsibility for structural fires, and that the Port Authority is responsible for handling aircraft fires and emergency rescue in aircraft incidents. This, of course, is a highly specialized function.

We must select the best equipped men in the Police Division for this work. The selection program includes a complete medical checkup, a review of previous records (only men with 3 years or more service are permitted to apply), and a test in the operation of heavy vehicles. Each man is then given a week of instruction in airport operations, alarm systems, aircraft structures, radio communications, airport fire protection systems, first aid, use of protective clothing, firefighting and rescue methods, and operation of emergency equipment.

If the trainee passes a written examination on the first week's training, he is then given a week's field training consisting of hot-fire drills and simulated rescue operations. After the trainees have successfully accomplished all this, they are

fire and emergency rescue men, in addition to being well-trained police officers. It should also be noted that on-facility training continues, and the men must participate in at least three hot-fire drills every year. They must also remain aware of changes in aircraft design that may affect their operations and of all changes in operating procedures or firefighting equipment.

Emergency procedures have been worked out so that these men are on their way to the scene within seconds after they are called or the airport emergency horn sounds off. Although accident and major fires are infrequent, our men and equipment are alerted often to stand by a runway while a plane makes an emergency landing, to investigate a plane with smoking brakes, to clean up a gasoline spill, or take care of any of the other minor mishaps or near-mishaps which occur at the busy airport.

### ***Best Equipment Provided***

In order to provide the best equipment for use of its personnel, the Port Authority studied the best methods and equipment of the Air Force and Navy, and consulted with other experts in handling aircraft fires such as the National Fire Protection Association, Flight Safety Foundation, National Advisory Committee for Aeronautics, etc. As a result of these studies, the Port Authority developed specifications for its present fog foam truck equipment in 1949 with the assistance of the Rockwood Co., which has been working with the U.S. Navy on similar research projects, and the Maxim Motor Co., which had built several pieces of large equipment for the armed services. The fog foam truck is designed to provide high-capacity fog foam from two turrets over the cab and from handlines and front bumper nozzles. As a supplement to the foam, the trucks also carry 800 pounds of high pressure CO<sub>2</sub> for special applications under certain conditions, such as a running gasoline fire or a hidden fire under the wing which cannot be extinguished with foam.

In addition, a very important factor in the design of fire and rescue equipment is flotation gear to permit the heavy truck to operate successfully in areas of soft sand or earth between the hard-surface runways. This was a particularly important consideration in equipping New York International Airport which has large areas of soft sand and soft earth between the hard-surface



runways. Thus, the Port Authority made extensive tests of various motorized chassis to determine which could best go through these soft ground areas without getting stuck. The Port Authority finally chose a truck which has positive four-wheel drive and tires similar to those used on earthmoving equipment. Tests showed that this truck, with a gross weight of 42,000 pounds, can successfully go through all of the sand areas at New York International Airport.

The fog foam truck is supplemented by a nurse truck which hooks up to the primary piece of equipment and furnishes it with additional water and foam.

New FFDP (fog foam dry powder) trucks now being constructed will make our fire equipment even more efficient. These new trucks will be supplied with 300 pounds of dry powder in two separate units, 2,500 gallons of water, and 500 gallons of foam concentrate, and are capable of pumping 1,400 gallons of fog foam a minute.

### **Rescue Team in Action**

The value of this training and equipment has been displayed on a number of occasions. Most dramatic was the incident on November 10, 1958, when a Super Constellation crashed into a parked Viscount virtually against the wall of the Temporary Terminal Building. The Super Constellation was taking off on a check flight with only a five-man crew aboard when it suddenly veered across a taxiway and across the apron and hit the parked Viscount. Three police officers operating fog foam equipment and a nurse truck were on the scene and throwing a fog foam rescue pattern around the main cabin door of the Constellation before the flight crew had reached and opened the door. They covered the crew's escape from the flaming aircraft with foam at close range. At the same time, a sergeant and three other men arrived with another fog foam apparatus and nurse truck, immediately setting up a similar rescue pattern at the Viscount door until it had been ascertained no one was left aboard.

### **Valor of Police Recognized**

The flight Safety Foundation recognized the courage, initiative, and technical competence shown by our forces during the accident and fire on November 10 by presenting awards of merit to three Port Authority police officers. The airport



**Officer Joseph Rinn crossing taxiway in police car at Newark Airport.**

maintenance, police, operations, and administrative staff units also were cited. In presenting the award, Jerome Lederer, managing director of the Foundation, stated that the Port Authority airport personnel's "demonstration of trained coordination and rescue techniques will serve as a model of action, a pattern of proficiency to airport emergency crews throughout the world. They have earned the confidence of the public."

We are proud of this citation and like to feel that we perform all our other airport police functions with equal efficiency.



### **EMERGENCY CALL BOXES FOR MOTORISTS IN DISTRESS**

Motorists in distress on the freeways in California now have access to emergency telephones to make necessary calls for assistance.

At quarter-mile intervals along portions of some of the freeways, a system of sun-powered radio callboxes has been installed. The boxes relay a signal by radio to central police headquarters at the press of a button. When help arrives, the responding officer uses his special key to open the box and send an additional signal for specific items of assistance such as an auto club service truck, medical aid, fire equipment, or other emergency vehicles.

These sun-powered radio callboxes can operate for 2 months without any sunlight striking the solar plate mounted on the antenna above them. Five minutes of sunlight replaces the power used for one emergency call. 68-4296-26

*Los Angeles dated 11/7/62*  
FBI LAW ENFORCEMENT BULLETIN



# LAW ENFORCEMENT ADMINISTRATION

## ***Preparing Budget for a Small Town Police Department***

by EUGENE L. BUMPASS, *City Manager, The Village, Okla.*

*(Eugene L. Bumpass was born at Ardmore, Okla., in 1911. He attended Ardmore, Okla., Business College, completing a business course in 1933. He entered the Oklahoma Highway Patrol in 1937 and served with that organization until his retirement as a captain in 1958. During World War II, he served in France and attained the rank of captain. He graduated from the 48th Session of the FBI National Academy in 1951. Following his retirement from the Oklahoma Highway Patrol, he served as chief of police, Altus, Okla., for 1 year and then was appointed city manager of The Village, Okla., a city of 12,000 persons. He is presently secretary of the Oklahoma Association of City Managers and is a member of the International Association of City Managers.)*

Every department of municipal government obviously has a very important stake in the annual municipal budget. This is certainly most true in the case of the police department. The degree of

efficient and effective law enforcement a community receives clearly depends upon the police department's receiving its fair share of funds available. Salaries, retirement benefits, vacation pay, sick leave pay, training facilities, equipment and supplies must be carefully considered. Yet, experience reveals all too frequently that budget requests of police departments are poorly or inadequately prepared. Consequently, the results are often disappointing.

There are many reasons for this, of course, such as a lack of sufficient preparation, inadequate appraisal of the needs and requirements of the department, unfamiliarity with budgetary procedures, the fear that the governing officials will consider the requests excessive, and many others.

We all appreciate the fact that all the operations of municipal government are important and that the police department should, in fairness, take into account the overall municipal finances available as well as the needs of other departments. Nevertheless, it is universally accepted that any progressive community requires an efficient and effective police department. Therefore, the police chief has a responsibility to the community as well as to his men to strive for a department of which the community can be proud.

Even though there is community interest, the police chief cannot escape the responsibility of having much to do with the funds allocated by the way he prepares and presents his budget requests. It cannot be said that the preparation of a police budget is an extremely simple thing, but it can be safely stated that most police chiefs probably look upon this as being more involved and complex than it should be. Whether it is an involved problem or a relatively simple one depends primarily upon the way in which the police chief proceeds. It is the purpose of this article to make suggestions as to how the police chief can prepare and submit adequate budget requests, even though they are not expected to be finished finance officers.



*Eugene L. Bumpass.*



The personnel involved in preparing the budget may be the head of the finance section, if any, the chief of police and/or his administrative assistant, and the planning director. In the ordinary small department the above stated positions may all be performed by the chief.

Departmental plans should take into consideration personnel and equipment needed for the fiscal period immediately ahead, as well as men, money, and materials needed to do an adequate job based on the anticipated needs of the years thereafter. Some of the things taken into consideration should be the physical growth of the community, advances in scientific crime detection, modern up-to-date equipment, and the wear and tear on police facilities. Also to be considered are fringe benefits such as retirement and insurance or family protection. All of these are now properly considered tools of the trade, so to speak, and must be sustained, and increased, if we are to continue raising police work to higher professional levels. The community that permits its police program to deteriorate or slow down will suffer, as it becomes infested with crime and criminals. In turn, such a community holds little inducement for industrial growth or progress.

### ***Framework of the Budget***

The submitting official may first choose to draw up a preliminary draft of the budget. It should be broken down into three main categories: personal services, maintenance and operation, and capital outlay.

1. Personal services. Included in this category are all personnel, uniformed officers, detectives, radio dispatchers, clerks, secretaries, meter-maids or men, school police, and such others as are necessary for the efficient functioning of the department. There should be set out the salaries and benefits paid or to be paid during the current fiscal year and the proposed needs for the coming budget year, including any additional personnel needed.

2. Maintenance and operation. This category should include the supplies and materials needed—itemized in sufficient detail to comply with all pertinent laws and regulations.

Allowance should also be made for training purposes. This item should cover the cost of conducting schools and training programs within the department and the cost of facilities and necessary

teaching aids. Also, funds should be budgeted to cover the expenses of as many officers as possible to attend schools elsewhere for specialized training. In virtually all training programs, the municipality, the individual officer, or some sponsor must bear all or the greater part of the expenses involved in sending the officer to these schools. Civic clubs and insurance companies are two of the leaders in the field of contributing to training programs and the participation therein of various officers. They do this not only because they desire to contribute to the welfare of the community by this method but also because it is obviously good business for them to help promote better and more efficient police departments. However, cooperation of this nature should not be solicited without approval of the governing officials of the municipality.

3. Capital outlay. The proposed purchase of new equipment such as vehicles, firearms, uniforms, radios, and the like must be computed. The aggregate of these should give the amount necessary to operate efficiently over a given period of time such as the budget year. This is the amount usually submitted by the small city or town chief when making his budget request.

As far as this approach is concerned, it is correct but does not include any long-range plans which he may have and which should be properly incorporated into the departmental budget through another category, namely a capital improvements budgeting program. This program should take into account ordinary depreciation and provide for improvements such as an up-to-date police station, modern radio station, and other items needing only periodic replacement or up-grading.

Too often the years pass and this type of equipment deteriorates or may never be purchased, until the chief, manager, council, or indignant citizens push a bond issue. This is billed as a cure to all evils in order to try to secure the passage of the issue and frequently fails to pass. These items should be added to the annual budget which will complete the estimate, and it is then ready to be transcribed to permanent budget forms as required or used in the particular locality.

### ***Presenting the Budget***

In the preparation and presentation of the budget, the framework of the municipality should be



taken into consideration, that is, the type of government such as Council-Manager, Mayor-Council, Board of Trustees, Selectmen, etc. There should be taken into account also the departmental relations with the manager and governing body, as well as community attitudes, as judgment must always be exercised so as to exclude the illogical or impossible when overall finances are simply not available.

### ***Stress Actual Needs***

If an adequate finance program is in effect, the problem then becomes one of justification of requests to the governing body and appropriate administrative officials. The practice of turning in inflated budget requests has become a problem in this field. Competition for the available dollar has encouraged the various departments to try to show that their needs are greater and thus deserve more to work with. In order to accomplish their mission, some department heads resort to blown-up or colored reports which do little good. The budget request should be based on actual need. Factual supporting data showing performance of men and equipment broken down into cost units, such as per mile of operation or productivity per man-hour, could profitably be submitted as supplementing or substantiating the budget request. Along with this, information could be shown indicating saving of money, reduction in crime or accident volume, severity, etc. Information of this type will enable the proper persons to more intelligently evaluate operations of the department and thus be better able to judge that which is justifiably needed or worthwhile.

### ***Public Relations***

The police field is entirely dependent upon public relations in this respect and is constantly tested for its success or failure. Emphasis should be placed on day-to-day public relations in "selling" the department, thus making the job easier when budget time rolls around. Good public relations will supply the reserve from which most departments must, from time to time, draw during their existence. Citizen advisory groups are often useful in spreading the load of responsibility, encouraging public interest, and creating a genuine desire to work up an adequate financial program. State laws set out different requirements for

municipalities to follow in finalizing their budgets. Some States require that after approval by their local governing body the budget be submitted and discussed at a public hearing; others require simply that the budget be published before going into effect; and still others, that it must be submitted to a vote of the citizenry. Sometimes additional steps are necessary.

### ***Filing Methods***

In some States the budget must be published and submitted in triplicate to the County Excise Board and accompanied by a request for one-fourth of the overall budget for ordinary operating purposes until such time as it is approved. This filing must usually be complete not later than the 20th of the first month of the budget year.

The Excise Board is normally a three-member board, one of which is appointed by the State Tax Commission, one by the district judge, or a majority of the district judges where more than one district judge is elected, and one by the Board of County Commissioners.

The Excise Board must take into consideration all municipal, county, and school budgets deriving all or part of their money from ad valorem and similar tax sources. If the total revenue is sufficient to support the individual budget, it will ordinarily be approved; if not, it is returned to the municipality to be trimmed or reduced until it will be completely supported by revenues and resubmitted to the Excise Board. After approval by the County Excise Board, one copy of the budget is filed with the board, the second returned to the municipality, and the third copy forwarded to the State Auditor's Office for use by the Court of Tax Review. There is then a protest period. During this time, any citizen has the right of reasonable inquiry and upon exhibiting sufficient proof or justification can tie up the ad valorem section of the budget until it is settled or adjudicated. At the expiration of this period of time the budget is fully released for capital outlay purchases so budgeted.

### ***Supplementals***

Supplementals to the budget are permitted in many States. This permits budgets to be established for less than a year or permits changes to be made in the original budget upon proper approval. The supplemental is especially useful



when a municipality has suffered an unforeseen tragedy such as a flood, tornado, or some event which could not possibly have been foreseen at the time the regular budget was prepared, and is thus provided for.

### ***Other Means of Financing***

Municipalities often enter into lease-purchase contracts for the purpose of obtaining equipment. This is an arrangement whereby the city enters into an agreement to lease equipment for a specified sum per month for a designated length of time. The monthly payment and length of time paid are based on price plus interest and other necessary expenses. When the payments are completed, title to the equipment is conveyed to the city.

A municipality may incur various types of bonded indebtedness which must also be included in some budgets. Types of bonds available in this respect are: general obligation bonds, special bonds, such as (a) street improvement, (b) sewer district, and (c) water district and trust bonds.

General obligation bonds are issues requiring a majority or greater percentage of the participating voters to approve. They are payable through ad valorem tax levies—the revenue from which is placed in the sinking fund over a given period of time. Such funds are confined to the uses specified on the bond election ballot. General obligation bonds, of necessity, then must become a part of the municipal budget.

Special assessment bonds are issued in connection with street, water, sewer, and similar improvement issues. These bonds cover limited areas and are payable through special levies against the property involved in that particular district.

Large-scale trust financing is relatively new in the field of municipal finance, although used on a limited basis in some areas for a considerable length of time. This method is more expensive than the usual bond method but is sometimes the only vehicle available. Under this method the user of a specific service rather than the property owner must bear the burden of repayment of money used to finance the particular utility.

### ***Evaluation of Department***

The police department is a service organization not designed to be self supporting, but it should produce some revenue from fines, parking meters, etc.

Departmental worth should be measured in prevention and reduction of crime, accident prevention, orderly traffic control, etc., rather than monetary return to the city treasury.

The best known method of measuring the effectiveness of sound budget procedure is still the test of time. It is understandable that the American public does not want to pay more taxes than are absolutely necessary. Too, the tendency is to be more critical of municipal officials than those on the State and national level. This is true in part at least because huge sums of money spent on the State and national level are not so close or obvious to the people as local government.

In the final analysis, if a good job based on sound theory and practice has been done, the protection of the greatest society the world has ever known will assert itself in ways that are apparent and fully appreciated by the public. The job then is to build a sound financial program that will stand the test of time, a program which the police administrator understands and can implement. Budget reports and procedures need not be unnecessarily complex. They are, however, extremely vital to efficient operations of police departments. Therefore, the police budget must be given its proper place in the administration of the department. Its preparation should be approached in a positive, forthright manner. It is to this end that this article is written in hope that it will do its bit to enlighten those who carry one of the greatest burdens of present-day civilization—**THE POLICE.**

★

### **ARMED ROBBERS MAKE GETAWAY ON BICYCLE**

Two youths armed with a shotgun they had stolen from an automobile held up a liquor store where they obtained \$92 at gunpoint. They escaped on a bicycle, the younger boy riding on the handle bars holding the shotgun. They were later apprehended after they had abandoned the shotgun and changed their clothing. The two youths admitted obtaining large hats and long overcoats so they would appear more adult. The older of the two boys was 16; the other was 14. The younger boy had the loot in his possession when apprehended.

The 16-year-old received a 5-year suspended sentence, while the 14-year-old was sent to a State reformatory. 68-4296-35

Oklahoma City 8/30/62  
FBI LAW ENFORCEMENT BULLETIN



# NATIONWIDE CRIMESCOPE

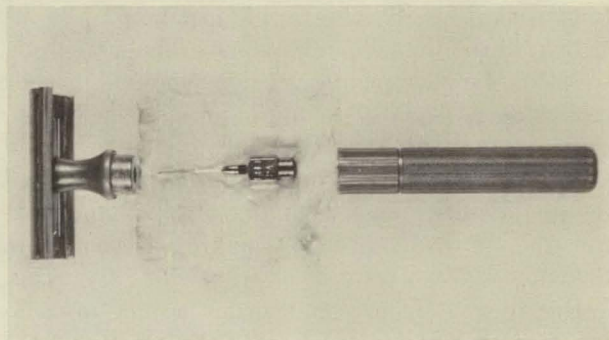
## Devices Used to Smuggle Narcotics into Jail

Just as some prisoners attempt to smuggle hack-saw blades into jail with them in the hope of somehow effecting their escape, so do the narcotics addicts attempt to smuggle narcotics or hypodermic equipment into the jail with them.

Two unique methods have been discovered by which this has been attempted. One method was to remove the handle of an ordinary safety razor and to enlarge the hollow handle sufficiently to accommodate a hypodermic needle and eye dropper or similar device. The handle is then sweat-soldered to the razor head. The device is brought into the jail simply as a safety razor.

The other method is to carefully open the bottom of a new pack of cigarettes, remove sufficient cigarettes to accommodate the eye dropper, the

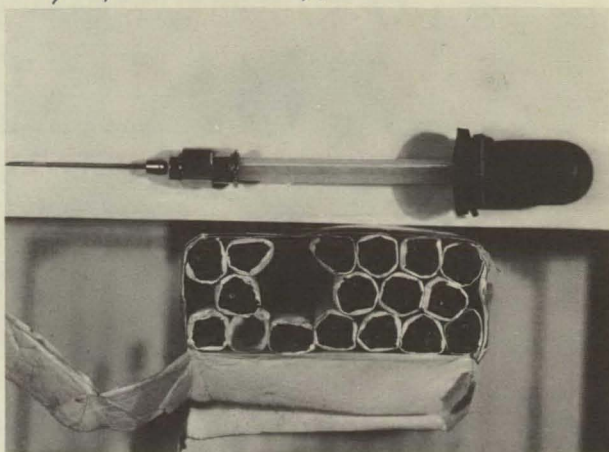
hypodermic needle, and the narcotic. The package is then resealed, giving the appearance of an unopened pack.



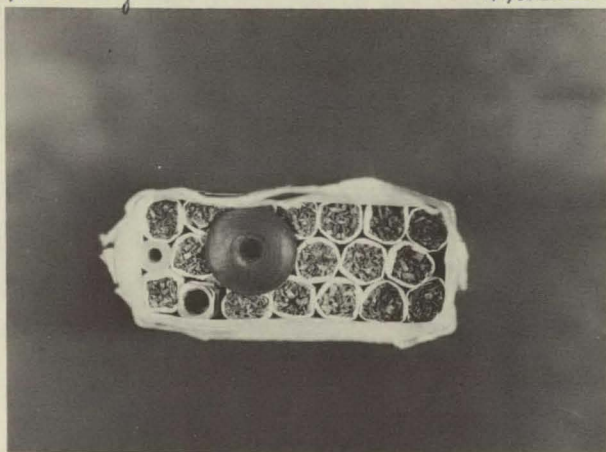
*Hypodermic needle concealed in handle of safety razor.*

10/31/62

94-0



*Assembled equipment and opened package of cigarettes in which hypodermic needle was concealed.*



*Hypodermic equipment concealed in a package of cigarettes.*



### EVIDENCE

When arson debris is submitted to the FBI Laboratory for examination, it should be sealed in air-tight containers.



### PAINT EVIDENCE

If a suspect suggests a source of a paint smear to substantiate his alibi, paint should be obtained from this source for elimination purposes.



## VISUAL AIDS

(Continued from page 7)

ists, for a number of years, have used a variation of the sketch method which generally provides a more detailed likeness. Since no sketch can be better than the clues provided by witnesses, the FBI has adopted the "look-alike" system to improve the efficiency of the technique. Past experience has shown that it is possible to prepare effective artist's conceptions even without direct contact between the artist and witness.

This method of preparing artist's conceptions of unknown subjects depends to a great degree upon the ability of witnesses to select "look-alike" photographs bearing a resemblance to the unknown subject. Photographs may be of persons known to the witness, newspaper or magazine pictures of famous people such as movie stars or television personalities, or pictures selected from police "mug" books. The specification of main points of resemblance in look-alike pictures and detailed descriptions are of immense value in giving the artist a base for making a composite drawing.

Pictures cut from a mail order catalog describing the type of clothing worn, the picture of a

particular type of mustache, or a hat, greatly improve the chances of getting an accurate presentation of the person wanted. Revisions are made until the best possible likeness has been obtained.

### Artist's Conceptions

Drawings of a woman who was being sought as a possible witness in a bombing case were requested by the FBI Special Agent assigned to the case. Mug file look-alike photos bearing some resemblance to the woman and descriptive information accompanied the request for the drawings. The artist's conceptions prepared from this information by the exhibits specialists helped in locating the individual.

Family resemblances frequently provide excellent sources of references for the preparation of artist's sketches. Those persons known to bear a marked resemblance to the person wanted or portraying a strong family characteristic may prove invaluable as guides to the subject's appearance.

One very blurred snapshot of a subject taken as a youth, another of a deceased brother, plus the information that a strong family resemblance existed between the two, formed the necessary



Figure 1

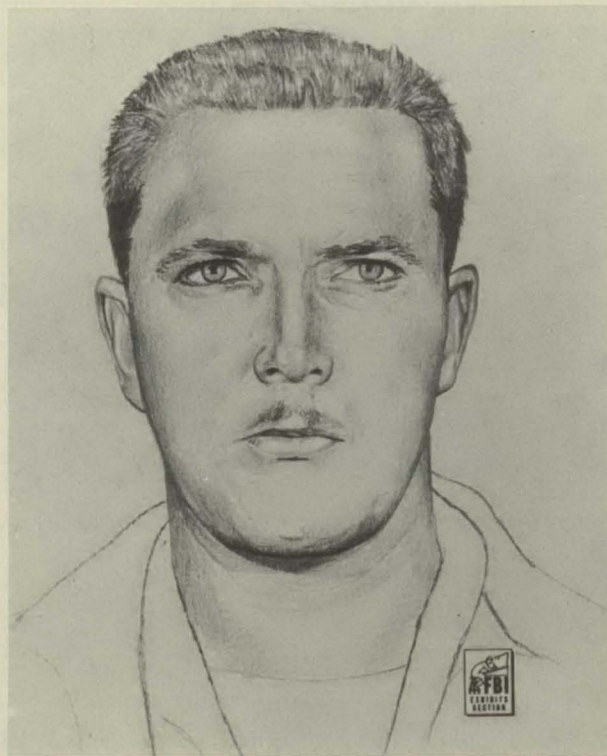
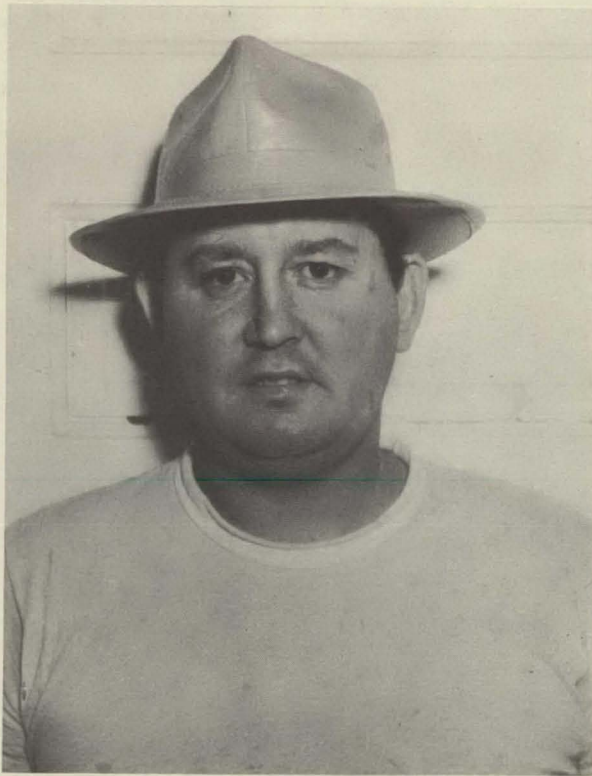


Figure 1a





**Figure 2**

guides for an artist's conception which was completed in a matter of 6 hours. It helped to locate the youth who had been wanted as a deserter.

In two separate bank robbery cases, look-alike photographs and witnesses' descriptions of variations and similarities between the subjects and the photos were furnished FBI artists. The entire operation of producing the drawings was carried on by mail without need for interviews with the witnesses. A remarkable likeness can be seen between the FBI's artist's conceptions and the photos of the robbers taken after their apprehension. (See figs. 1 and 1a, figs. 2 and 2a.)

### ***Confidence Man Recognized***

An outstanding "make" based on an artist's conception occurred in the case of a confidence man who posed as a Canadian property owner vacationing in Florida. In his role as a wealthy vacationer, this man followed an ingenious plan which enabled him to bilk a Canadian firm of almost \$100,000. From witnesses' descriptions and selected "look-alike" photographs, the FBI Exhibits Section artists prepared an artist's conception drawing that was published in the Toronto news-



**Figure 2a**

papers. A Toronto citizen recognized the drawing as resembling a local real estate man. Knowing the swindler's identity, the wheels of justice turned swiftly and the subject was arrested by FBI Agents in California. He was tried in court and sentenced to 8 years' imprisonment.

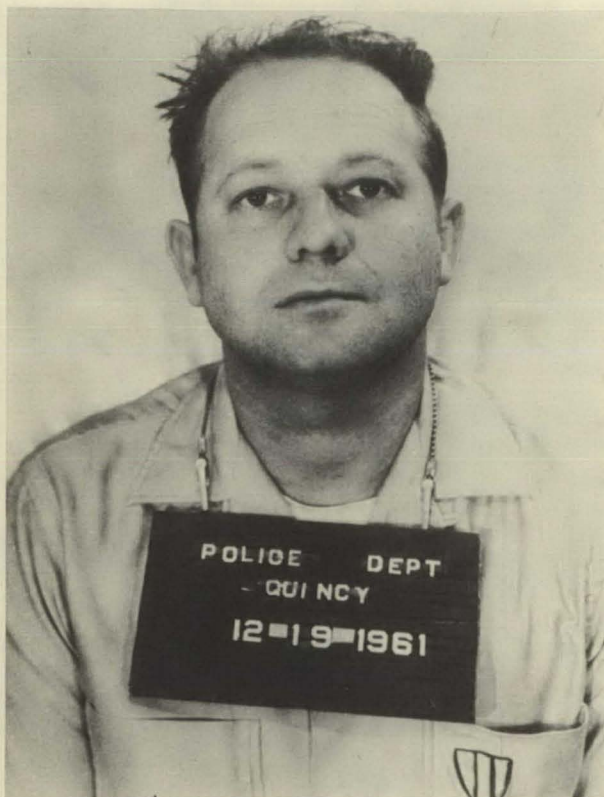
A great deal of the success of the sketch system as used by the Exhibits Section depends on the selection of the best possible "look-alike" photographs and the accuracy of the descriptions furnished to the artists. Each sketch is expeditiously handled and can generally be completed within a period of 1 working day.

### ***Photograph Restoration***

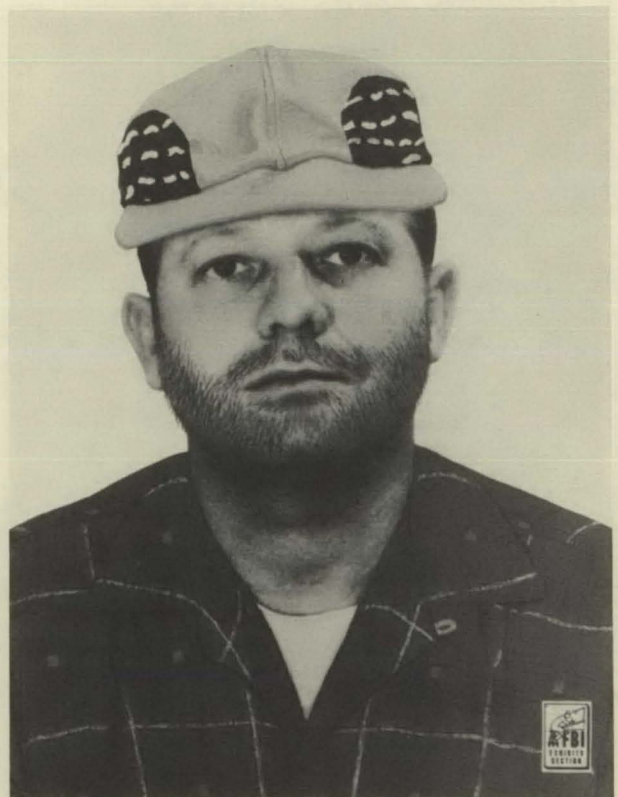
The restoration or retouching of photographs, as executed by the FBI's Exhibit Section, is done solely for the purpose of increasing their value for investigative purposes. This is done by adding or removing a hat, glasses, mustache, or substituting conventional clothes for prison clothes—which may tend to prejudice—or military uniforms which may tend to influence the decision of a viewer.

Some months ago, a bank was robbed by two unidentified men. Investigation pointed to one





**Figure 3**



**Figure 3a**

known individual as a prime suspect. Positive identification was difficult because this man was clean shaven and was not disguised, whereas the man observed by witnesses of the robbery had about a 3-weeks' growth of beard and was wearing a billed cap and a plaid sport jacket.

Furnished with photographs of the suspect, a cap, and a sport shirt, the exhibits specialist retouched the photographs showing him with a 3-weeks' growth of beard and wearing the type of cap and plaid shirt the bank robber wore. After viewing the retouched photographs, witnesses were able to positively identify the suspect. He was arrested, tried, and sentenced to 18 years' imprisonment. (See figs. 3 and 3a.)

Photo retouching, then, is the modification of existing photographs, as contrasted with artist's conceptions in which a complete picture of the subject must be developed by the artist. Extensive retouching often results in a product closely allied to artist's conception work, but retouching is truly just that, the revamping of a photograph which already exists.

Artist's sketches rendered in color have proven valuable investigative aids in a number of bank robbery cases during the past several years. Staff

artists in the FBI's Exhibits Section have, through the use of photo oils and colored pencils, successfully tinted black and white photographic prints of artist's sketches, thereby assisting eyewitnesses to decide on "best likenesses" of unknown subjects. Color-guide charts developed in the Exhibits Section assist agent personnel in interviewing eyewitnesses concerning color of hair, complexion, apparel, weapons, etc.

Also, where desirable, 35-millimeter color slides of artist's sketches can be made locally for use in projecting life-size images when showing photographic mug shots to witnesses.

### ***Value of Visual Aids***

The restoration of old or mutilated photographs and the complete artist's conception of an unknown person can give valuable assistance not only in matters relating to the identification of a suspect but also in the elimination of persons who are not "look-alikes" in the minds of the witnesses.

Constant care must be used to insure accuracy of visual aids for trial and investigative use. The present trend is toward expanded use of visual material in our courts.



## OTHER TOPICS

Shortly after a bank robbery in Kansas City, Mo., several years ago, witnesses were located who had seen a man divest himself of a suit of clothing in a vacant lot just two blocks from the bank. Another suit of clothing had been worn underneath the discarded garments.

The discarded garments and a brown felt hat were recovered, and bank employees and customers identified the clothing as being similar to those worn by the robber. A .22-caliber long rifle cartridge was found in the pocket of the shirt. Firearms experts of the FBI Laboratory identified the slugs recovered from the bank lobby and fired by the robber as having been fired from a .22-caliber revolver, thus pointing the finger of suspicion at the owner of the discarded clothing.

Inspection of the garments disclosed laundry marks with the initials "HDG" on the shirt and the identifying mark of an eight-letter name beginning with the letter "G" on the trousers.

### ***Burglaries Solved***

Widespread inquiry at various laundries determined that the letters forming the name found on the trousers had been stamped by a machine of limited capacity, indicating that the name had possibly been abbreviated or compressed.

The FBI's Identification Division was requested to search its files for records of individuals with the name submitted or possible variations thereof. This search turned up a criminal record for a man whose name was identical with the one found on the trousers but containing an additional syllable. Subsequent investigation proved him to be the bank robber. The man was convicted and sentenced to 3 years in the custody of the Attorney General.

Another case of identification by laundry marks involved a series of burglaries from cleaning establishments from which items of men's clothing were taken.

Investigation showed that some of this clothing contained laundry marks, and their corresponding

## ***People Identified by Laundry Marks on Their Clothes***

cleaning establishments were identified. Stops were placed at these places of business, and, after some time had elapsed, one laundry operator notified police that a pair of trousers had been received in which the laundry mark had been blacked out with what seemed to be shoe polish. The trousers were retrieved by police. A chemical was used to remove the black substance, and the laundry mark was identified as being among those involved in one of the burglaries.

This information led to three youths who admitted the crimes. All were found guilty. Two were committed to the custody of the State Department of Public Welfare; the third was placed on probation to his parents for a period of 6 months.

### ***Unknown Persons Identified***

Unknown deceased persons have been identified through the means of laundry marks, some of which have been almost obliterated through wear, passage of time, or other means. In one instance, a body was found in the Nevada desert. All that remained of the body were bones and scraps of clothing. Officers examining the scraps of clothing found a small laundry tag which appeared to contain some faint writing. The tag was forwarded to the FBI Laboratory for deciphering, in the hope that it could lead to the identification of the body. A combination of visual examination and infrared photography in the Laboratory indicated that the writing on the tag was a name. This information was immediately forwarded to the submitting police agency which checked the name against its list of missing persons and found a name similar to the one on the laundry tag. The physical description of the missing man matched that of the body. The family of the missing man was notified and the body removed for burial.

Laundry marks have been of inestimable value in the identification of victims in air crashes. Among the passengers aboard the airliner that



crashed in Brussels, Belgium, in 1961, were 49 Americans, including 18 young men and women of the United States Figure Skating Team en route to the World Championship Competitions at Prague, Czechoslovakia.

The FBI's Disaster Squad, called in to assist in the identification, identified all but six of the male members of the team. Descriptions and other details such as the make of clothing worn by members of the team were obtained through sources in the United States. In one case, shirts of one of the victims bearing three different laundry marks were located in his hotel room in New York. One of the remaining six male victims had on a similar make shirt, and, through infrared photography, the Disaster Squad developed a laundry mark which matched one of the three sent to them from New York.

The importance of the laundry mark can thus be readily seen in the identification of individuals whether in criminal cases or in cases of identifying unknown deceased.

Laundries and cleaning establishments across

the country place their own peculiar identifying marks on each garment brought to them for processing. Many of the marks are invisible, stamped on by machines, and can be detected only with the aid of ultraviolet light.

Identifications in such matters can be simplified by the FBI Laboratory which maintains a file of these invisible laundry marks consisting of symbols or insignia of several hundred cleaning establishments throughout the country using this system of marking laundered articles.

When a person has an article laundered at an establishment utilizing invisible markings, he can usually be traced through this marking, as each laundry is known by its particular symbol, and most laundries using them maintain a record of all the marks of their customers.

The FBI Laboratory will, upon receipt of appropriate requests from law enforcement agencies, conduct examinations of evidence for the purpose of identifying the laundries or cleaning establishments utilizing invisible marks, checking such evidence against its own national reference files.

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## Disaster Squad Identifies Everglades' Crash Victims

The crash of a Northwest Orient Airlines' plane in the Florida Everglades, on February 12, 1963, left 43 bodies badly burned and mutilated in this almost inaccessible area.

FBI Agents proceeded to the scene by a "weasel," a half-track type of vehicle. The sawgrass and weeds in the area were from 1 to 4 feet high, and the terrain itself, composed of coral, made walking almost impossible.

Fifteen of the 43 victims fell from the broken fuselage during descent of the plane, and the remainder perished inside the doomed aircraft. FBI Agents participated in the search for the bodies and assisted in removing them to the morgue. Agents also coordinated all available information and background data from the airline company and other interested agencies.

The FBI Disaster Squad arrived in Miami the day following the crash to assist in the identification. Working with local authorities, they were successful in identifying all 43 victims even though many of the bodies were badly burned or mutilated. *Ret SAC, Miami to Director*

*4/18/63*

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## Bank Robber Pauses for Refreshment, Is Captured

Armed with a snub-nosed pistol, the bank robber walked up to the drive-in window of a bank in the South and handed a note to the female teller. The note read, "This is a holdup. Do as you're told and nothing will happen."

The teller later advised police officers that she first considered dropping to the floor behind the counter, but decided to follow instructions. She handed him some \$8,000. The man fled on foot, pursued by two of the male tellers when they were informed of the robbery.

One of the tellers stopped along the way to call the local sheriff's office. The sheriff, a graduate of the FBI National Academy, picked up the other pursuing teller and joined the search.

About five blocks from the bank, they observed the robber obtaining a soft drink from a vending machine and arrested him without resistance. The man had the bank's \$8,000, in \$5, \$10, and \$20 bills, stuffed under his belt and under his shirt. The snub-nose pistol—a toy gun—was found in his pocket. *63-4296-63*

*Jacksonville*

*11/13/62*  
FBI LAW ENFORCEMENT BULLETIN



## Burglar Caught in Police Strategy

A number of minor burglaries had occurred in the business district of a midwestern city, and efforts to identify and apprehend the burglar had been unsuccessful. The burglaries followed a definite pattern in that they occurred usually around midnight and shortly after a regular foot patrolman had made his rounds of the business places in the area.

In order to mislead the person responsible for the burglaries, early one evening a patrolman bearing a general resemblance to the officer assigned to the beat hid in the rear of a restaurant. The regular patrolman covered the business area at his usual time and stopped in at the restaurant. A few minutes later, the first officer, secreted there earlier, left the restaurant and proceeded out of the immediate area as was the normal practice of the regular patrolman.

After a wait of about 15 minutes, the regular patrolman then left the restaurant and backtracked on his beat. He apprehended an 18-year-old reformatory parolee in one of the business places he had checked earlier. On interview, the boy admitted he had been watching police movements and had been misled by the switch of the two policemen. 63-4246-30

Milwaukee ★ 12/31/62

## FAKE INSPECTOR RANSACKS HOUSEHOLDS

It is common practice among thieves and con men to pose as salesmen, meter readers or inspectors, or use some such diversionary tactic to gain entry into homes to deceive the homeowners.

One such individual, a 26-year-old New Englander, was arrested on charges of breaking, entering, and larceny. He was representing himself as a water meter inspector and was responsible for seven break-ins in 3 months.

His MO was to approach the householder under the guise of an employee of the Water Department assigned to inspect water pipes. While he purported to be checking water pressure in kitchen faucets, he would induce the householder to watch the pipes in the basement. He would then ransack the house and leave before the householder became suspicious and returned to the kitchen to check upon his activities. 63-4246-5

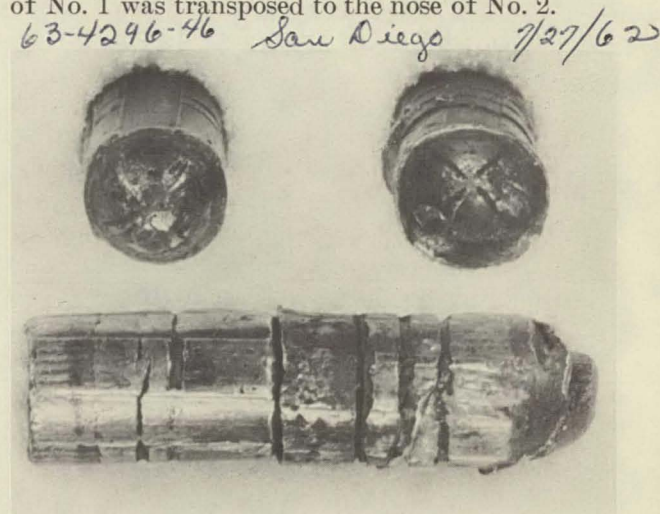
Boston 10/16/62  
MAY 1963

## Two Shots, One Wound; Suicide, Not Murder

Police in a west coast city were recently puzzled by an apparent suicide investigation. The victim suffered but one visible wound, yet the weapon, a foreign-made .32 caliber revolver, had been fired twice with a misfire in between. There was no trace of the missing slug.

It was theorized that the first round had failed to emerge from the barrel, as the ammunition in the weapon appeared to be old and badly deteriorated, the second had misfired, and the third fired, pushing the first slug ahead of it so that two slugs actually entered the head through one wound. This theory was confirmed when the slugs were recovered during an autopsy of the body.

On entering the head, the two projectiles separated, one deflected upward, and the other went straight back to lodge in the brain. Striations on the bullets matched perfectly. In addition, the nose of the No. 2 slug flared the base of the No. 1, and the manufacturer's mark of a cross on the base of No. 1 was transposed to the nose of No. 2.



Striations on bullets found in body match perfectly.

★

## QUOTABLE QUOTE

"Excessive zeal on behalf of the rights of citizens found under highly suspicious circumstances such as here present must be tempered by a recognition that the interest and safety of the public are involved. Sometimes it would seem that even the courts lose sight of this simple proposition." *U.S. v. Gaither*, 209 F. Supp. 223 (1962).



# WANTED BY THE FBI

**NORMAN VEAL**

## Unlawful Flight to Avoid Confinement (Murder)

A 32-year-old prison escapee, Norman Veal, is currently being sought by the FBI for unlawful interstate flight to avoid confinement for the crime of murder. A Federal warrant was issued at Thomasville, Ga., on December 4, 1958, shortly after Veal made good his escape from the Decatur Prison Branch, Bainbridge, Ga.

## The Crime

This FBI fugitive was convicted of the brutal cold-blooded killing of his wife with a .22-caliber rifle. He then allegedly turned the rifle on his mother-in-law and seriously wounded her. He has been convicted of murder and assault to commit murder.

## The Criminal

His successful escape from the Decatur Prison Branch in Georgia was his second attempt at freedom since he was given a life sentence in August 1949. At the time of his crime, this fugitive said he would have killed the entire family, but the rifle jammed, ending his killing spree.

Norman Veal, who has a slender build, is known to have been employed as a laborer and spinning-mill worker. He has several scars and marks on his arms, back, and knees.

## Caution

Veal has been convicted of murder and assault to commit murder. He should be considered armed and dangerous.

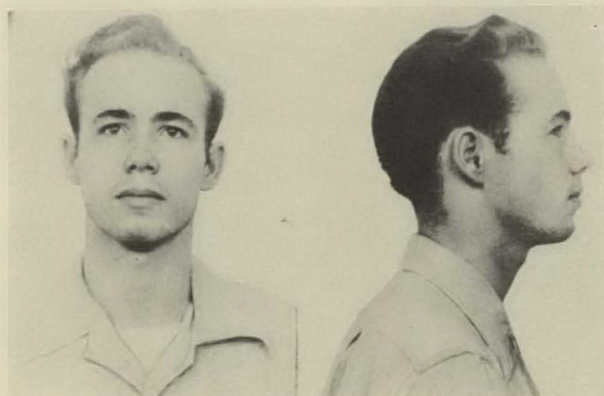
## Description

Age----- 32, born August 30, 1930, LaFayette, Ga.  
Height----- 5 feet 8½ inches to 5 feet 10 inches.  
Weight----- 130 pounds.  
Build----- Slender.  
Hair----- Dark blond, receding.  
Eyes----- Hazel.  
Complexion----- Fair.

Race----- White.  
Nationality----- American.  
Occupations----- Laborer, spinning-mill worker.  
Scars and marks-- Pitted scar on right forearm, vaccination scar left arm, pitted scar on back, 1-inch scars right and left knees.  
FBI No----- 280 153 A  
Fingerprint classification----- 24 L 1 T OI 6  
M 1 U OII

## Notify the FBI

Any person having any information as to the whereabouts of this badly wanted 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.



**Norman Veal.**



## POPPY CROP RAZED BY MEXICAN POLICE

The pressure of the Federal Judicial Police and the Mexican Army caused the criminal element south of the border to resort to the planting of their poppy plants in distant and remote areas to elude the search for and destruction of this source of opium.

The Federal Judicial Police of Mexico, using two small planes and the assistance of army ground troops, succeeded in locating approximately 115 acres of land which were being used for the raising of poppy plants. The poppy fields were located in a remote section of the State of Michoacan. 63-4296-221

Regat Mexico City 4/26/62  
FBI LAW ENFORCEMENT BULLETIN



## FOR CHANGE OF ADDRESS

Complete this form and return to:

DIRECTOR  
FEDERAL BUREAU OF INVESTIGATION  
WASHINGTON 25, D.C.

_____ (Name)		_____ (Title)
_____ (Address)		
_____ (City)	_____ (Zone)	_____ (State)

### Anesthetic Used by Mexican Burglars

An open window is always an invitation to some members of the criminal element to make the most of the situation.

In several instances in Mexico City, burglars have inserted chloroform-soaked rags or cloths through open bedroom windows before entering. After waiting a reasonable period of time, they

forced an entry into the residences, with the assurance that the intended victims were sleeping soundly because of the chloroform. In some cases, the audacious burglars have actually entered the bedrooms and taken jewelry and other personal valuables therefrom with the victims sleeping peacefully nearby.

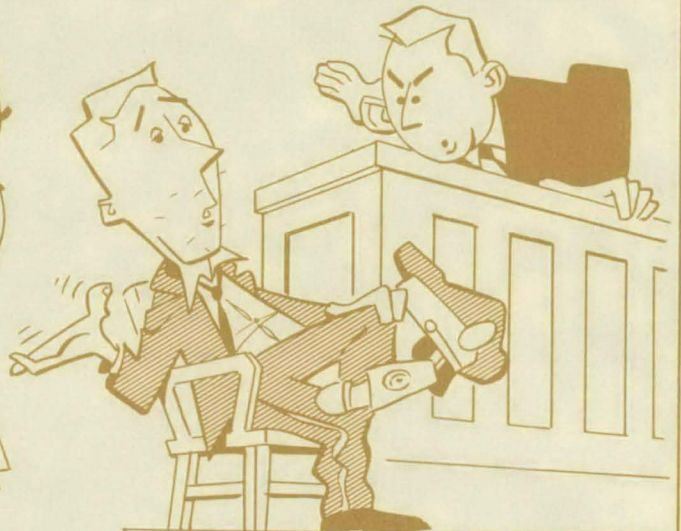
63-4296-221

Legat Mexico

2/9/62

## Helpful Hints

### TESTIFYING



BE NEAT AND WELL-GROOMED. TESTIFY CLEARLY, MODESTLY, WITHOUT BIAS OR EMOTION, WITHOUT EXAGGERATION OR MISREPRESENTATION. SPEAK DISTINCTLY SO THAT THE COURT, JURY, COUNSEL AND SPECTATORS CAN EASILY HEAR.

FBI



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

## *Questionable Pattern*



The classification of this pattern is questionable due to the indefinite nature of the upthrusting ridge found in the center of the impression. In the Identification Division of the FBI, this pattern is classified as a tented arch and is referenced to a plain arch.