



# FBI

## *Law Enforcement*

### BULLETIN



Vol. 30, No. 11

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Federal Bureau of Investigation  
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J. Edgar Hoover, Director

# FBI

## Law Enforcement

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## *Message from the Director*

TO ALL LAW ENFORCEMENT OFFICIALS:

THE LAW ENFORCEMENT EXECUTIVE is professionally crippled if he cannot effectively communicate the strengths and needs of his agency to the community he serves through his relations with the press, radio, and television.

Law enforcement and journalism are locked arm in arm by mutual obligation to improve society and protect the dignity and security of community and Nation. As working partners, each depends on the skill and conscientious efforts of the other.

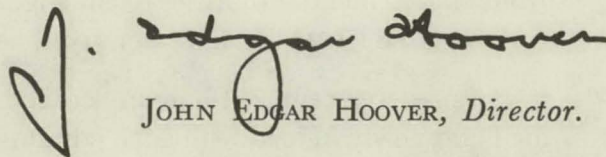
Instances of significant accomplishments resulting from active cooperation between editor and officer are infinite. Educational campaigns aimed at reducing traffic casualties have been dramatically effective in many areas through team effort of both professions. Publicity has time after time led directly to the early apprehension of badly wanted fugitives and to the success of investigations of wide public interest. More than one-third of the nearly 150 fugitives located under the FBI's "Ten Most Wanted Fugitives" program were arrested as a direct result of items appearing in news media. The rapid dispersal by the news services of lifesaving instructions from enforcement authorities to endangered communities has many times averted loss of life and property.

As a nerve center of human activity, law enforcement is examined and newly judged with each edition of the newspaper, radio or television newscast. Prompt and factual news accounts of accomplishments, whether outstanding or routine, which demonstrate determination of purpose and sound professional competence properly emphasize the futility of lawlessness and underscore law enforcement's dedication to duty. News photographs of the officer at work—giving sympathetic help to a trusting child, firmly controlling the threat of mob action, capably executing an arrest, disregarding personal safety for the life of another human—are eyewitness testimony of service touching all points of the emotional compass.

It is one of the virtues of our democratic society that the relationship between law enforcement and the news media is not forever smooth. On occasion, alert and aggressive newsmen develop

sound evidence of abuse of authority in law enforcement, gross dereliction of duty, or outright corruption. Society and law enforcement benefit when the press skillfully exposes these cancerous pockets and dutifully unmask those responsible. The large majority, however, of well-meaning, honest officers dedicated to fair and effective administration of justice need and receive the encouragement and support of the press.

The key to meaningful cooperation between law enforcement and the news media is intelligent understanding of the role and procedures of both professions. Not only should the enforcement executive recognize and appreciate the right of the public to be informed of police activities, but he should consider it his duty to assure that legitimate newsmen receive full and wholehearted assistance from every level of his department. His day-to-day dealings with the press should stimulate justified confidence in the ability of his agency and trust in his sincerity.

A handwritten signature in dark ink, consisting of a large, stylized 'J' followed by a period and the name 'Edgar Hoover' in a cursive script.

JOHN EDGAR HOOVER, *Director.*

November 1, 1961.





## FEATURE ARTICLE

On the afternoon of December 30, 1960, the mutilated, ravished, and lifeless body of a 16-year-old girl was found half hidden in the grass of a deserted gully along Hart's Lane in Barren Hill, Whitemarsh Township, Pa. The Philadelphia schoolgirl had been the object of an intensive hunt since December 28, 1960, when she was last seen by her girl friends as she left them to wait for a bus which would take her home.

The autopsy showed that the girl died as a result of five head wounds which appeared to have been caused by a blunt instrument, later identified as an auto jack. Medical examination showed she had been raped and brutally mistreated. Shortly thereafter, a taciturn, 39-year-old, twice-paroled sex offender was taken into custody. He confessed the crime but later repudiated this confession; however, he was found guilty and sentenced to death by electrocution.

### ***Public Gripped With Fear***

The terrible fear and tension created by this vicious crime throughout Philadelphia's suburban communities are difficult to describe. If a child was a few minutes late coming home from school or a friend's house, frantic mothers called the police station. If a suspicious individual or car was noted in a neighborhood, the calls would come in for a squad car. Women and children fled from strangers who would approach asking for directions. Every newcomer was looked upon with grim suspicion, and there were vague mutterings about forming vigilante groups and posses.

As always, in times of danger and stress, the community turned to the police department for advice, protection, and assistance. The law-abiding public wanted assurance that children would be safeguarded and that mothers, wives, and sisters could walk the streets in safety. While the men discussed the matter pro and con, made elaborate plans, and drew up intricate programs, the

## ***Women Responsive to Defensive Tactics Taught by the Police***

by CHIEF JOHN C. JELLISON, JR., *Springfield Township Police Department, Montgomery County, Pa.*

women quickly took the solution into their own hands.

At a monthly meeting of the Wyndmoor Women's Club, the safety chairman and vice president of the Springfield Township Safety Council made the suggestion that the women of the community learn to defend themselves by practicing judo or at least learning a series of basic defensive and offensive holds. The idea was enthusiastically received, and a committee was appointed to approach me on the matter.

When they came into my office with the suggestion, I tried to discourage them, feeling sure that the idea was a spur-of-the-moment brainstorm and that the women would have neither the ability nor the courage to continue with such a



*Chief John C. Jellison, Jr.*





*Student demonstrates with Officer Swan how to throw a molester.*

course, nor would they have the ability or stamina to accomplish concrete results. Time was to show just how wrong an experienced police officer can be where women are concerned.

In order to satisfy their urgent demands for action, I called a meeting of the Springfield Township Police Department and soon realized that I had the ideal man to handle such a project, even though I fully expected the program to "wither on the vine" after a few experimental sessions.

### ***Instructor Is Selected***

My instructor was to be Officer Robert M. Swan, a 28-year-old ex-GI, who has been a member of the Springfield Township Police Department since March 1958. During his 2-year Army enlistment, he attended a military police school where he first began to develop interest in both law enforcement and judo. While attending the school, Swan was assigned to a course in the management of Federal prisons, and since Federal prison guards are not authorized to carry weapons in many areas of the prisons, they must know how to protect themselves quickly and effectively; of course, a knowledge of judo is the answer to this situation.

Swan spent many hours learning these techniques and, as a result, was transferred to Fort

Lewis, Wash., not as a prison guard, but as a boxing instructor. This officer is alert, interested, and capable; in fact, you would even say he is dedicated in his belief that judo should be learned by everyone.

With this background, Officer Swan began to set up the initial course in "Defensive Judo" or, as it later became better known, "The Gentle Art of Self-Defense for Women."

### ***Classes Well Attended***

The school, sponsored by the Wyndmoor Women's Club, was an immediate success, and at the opening session, Swan was confronted with a class of 87 women—ranging in age from 13 to 67. They appeared in an assortment of costumes: Shorts, leotards, culottes, blue jeans, and dirndls. Some were tall and some were short; some were stout and some were lean; but they all possessed one burning ambition, and that was to learn as quickly as possible how to defend themselves against the mugger or the rapist.

### ***Techniques Explained***

From the very beginning, Swan emphasized to the students that the techniques which would be learned in the course did not require exceptional size or strength on the part of the women and that all movements would be made from a standing position. The officer immediately established himself as a leader, using a megaphone so that all instructions could be clearly heard, and constantly utilized 40 colored slides illustrating the various



*Women's judo team practices "coat throw."*



holds from different angles. The course was arranged to consist of four weekly, 1-hour classes. Emphasis was given to 16 defense techniques, and all students were required to practice 15 minutes a day between sessions.

In starting the course, the women were taught basic holds, the first ones dealing with defense against "chokes." During the initial phase of the session, the students received instruction in fundamentals such as the "windmill," the "reverse windmill," the "duck under," and the "elbow smash." Swan endeavored to put across the basic idea of judo, that is, to get your opponent off balance—let him make the first move and use his effort to defeat him. With a knowledge of this technique, a 100-pound woman can subdue an attacker twice her size.

The second session concerned "How To Free Yourself From the Grip of Your Opponent." In this maneuver, the student is taught to defend herself against the molester who may grab the lapels of her coat, grasp her by the hair, or push her against a wall. Now and then, some of Swan's students become overly enthusiastic; in fact, I have been approached by residents who plead, "Please don't teach my wife any more tricks. She uses me for practice and gets carried away by enthusiasm."

In reporting for the third session, the student is taught how to break holds in cases where the prowler grabs the sleeves at the elbow, holds the wrist or arm; and, in the final meeting, she is given the defense against the "bear hug" or a "headlock" and is taught to use "come-along" holds and armlocks.



*Mother-daughter teams study the course in self-defense.*

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*Student demonstrates how to put a "come-along" hold on instructor Swan.*

There were so many turned away from the first class that a second series was held with 95 women in attendance. It was soon evident from the residents who began to phone the department that the aroused women of the community were convinced it was not impossible to learn judo. In rapid succession, additional schools were held, with approximately 200 women from local church groups attending.

In order to make certain that this training was serving a definite and useful purpose, I called a meeting of the women who had been instrumental in arranging for the various schools. At the Springfield Township Police Station, I spoke to a number of them and found that their comments were indeed worthwhile.

"This course," said one of the ladies, "gives a woman confidence. She gradually acquires the conviction that she can stand up and give a good account of herself. I think the course is a 'must' for girls in the teenage group who many times come home late from school games, sorority meetings, or other similar activities. I might also say that it would give a girl confidence on dates where a fellow would forget to act like a gentleman.

"When this course was started by the Wyndmoor Women's Club, I had full confidence in its efficacy, but I was really surprised at the wonderful attendance and the definite desire of the women



to learn what was apparently a difficult routine. Their attendance was faithful and grew instead of slackening off."

Another woman who attended the second session remarked, "I feel the success of the course was in the fact that it was presented effectively and simply. The instruction convinces you that you can do it, and in a short time you know you can do it. Officer Swan is a most effective teacher. He maintains complete control of his class; there is no giggling or idle chatter. Each session is real businesslike, and you must learn in order to keep up with the class."

"Not only did I faithfully attend every session," said one young matron, "but so did my 65-year-old mother and my 16-year-old daughter. At home we would practice the different breaks and holds, and the three of us feel we are in a much better position to defend ourselves than we were before taking the course. Some of the situations covered in the course are those encountered in everyday life: What to do if grabbed while walking along the street; how to break holds even while carrying packages; and how to take care of an individual who either tries to get in your car or pull you into his."

### ***Mother-Daughter Teams Attend***

Another lady voiced her approval of the sentiments of the other women and pointed out that numerous mother-daughter teams had taken the course and had become equally proficient. One of the young girls has attended many sessions and is becoming a star pupil. Her mother, who is also a graduate, was amazed at her proficiency. "Her uncle who is a member of a police department," related this mother, "laughed at the idea of

women learning judo, and he attempted to grab her from behind, but is now convinced that trained women would have no difficulty in giving a good account of themselves."

Final proof of the success of this program is that the Springfield Township Adult Night School of Montgomery County, Pa., has placed Officer Swan on the faculty. Every Monday night, you will find him with a determined group of women going through the "elbow smash," the "reverse windmill," and defense against the "bear hug." Springfield Township has become a territory which would-be mashers and muggers avoid with care. Other communities have signified their interest in setting up similar groups, and arrangements are underway at the present time to provide them with the same defense training.

### ***Service Rendered Free***

All of the instruction is furnished without cost. We consider this a public service, and if one woman can prevent injury or assault, it is well worth all the time involved. This, of course, means that Bob Swan must spend a great deal of time away from his family, but, if you ask him how he spends a night at home he will promptly tell you, "Teaching my wife the gentle art of self-defense."

I also want to pay tribute to other members of my department who have helped to make this program a success: Safety Officer Paul Claffey who had initial contact with the clubwomen and who helped promote their interest in the course; Sgt. Thomas Kelly who acted as Bob Swan's "throwing" partner; and all the other men who, by their encouragement and interest, helped the Springfield Township Police Department do an excellent public relations job for the community.

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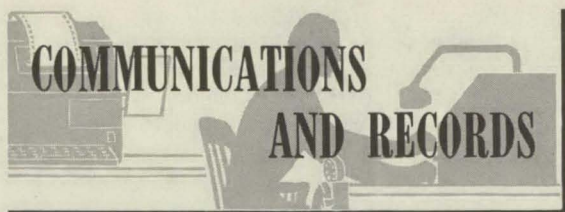
## **POLICE BEAR DOWN ON AUTO THIEVES**

An article captioned "No Sale" appearing on page 12 of the July 1959 issue of the FBI Law Enforcement Bulletin described a modus operandi which was being used in Keene, N.H., by car thieves. These individuals would appear at used car lots and, under the guise of being potential buyers, would steal the keys of the cars. After the close of the day's business they would return to the car lot and steal the automobiles.

The article, read by members of the auto detail in a west coast police department, was used as

a basis for contacting and advising car dealers in the area of this mode of operation. Police cautioned the dealers to note any automobiles from which keys were missing when closing their places of business for the day and immediately notify the auto detail of their police department. As a result of this canvassing, the police staked out car lots where this modus operandi was apparently being used. Surveillance resulted in the apprehension and conviction of four individuals using this practice.





## ***Keeping Statistics Is Vital to Modern Enforcement of Law***

*by* CHIEF LEON T. WEBBER, *Police Department,  
Portland, Maine*

When a committee on uniform crime records of the International Association of Chiefs of Police developed a consolidated daily and monthly report form and a series of annual report tables based on a uniform classification of crimes, the primary consideration in the development of these tables was that they should serve as the basis of a nationwide system of uniform crime reporting. Since the adoption of these forms, many departments are using these tables because of the completeness of the data recorded. Police agencies now compile and present, on forms convenient for analysis and comparison, significant data which reveals crime trends and the effectiveness of the police units and policies on a monthly and annual basis.

In addition, as the central collection agency for the monthly and annual returns prepared by police, the FBI presents statistical data in its publication "Uniform Crime Reports." This annual bulletin summarizes data received from the police and presents material in a form which enables each individual police agency to compare and analyze its crime experience against the experience of other cities in its population group and geographical division, as well as to make comparisons with national averages.

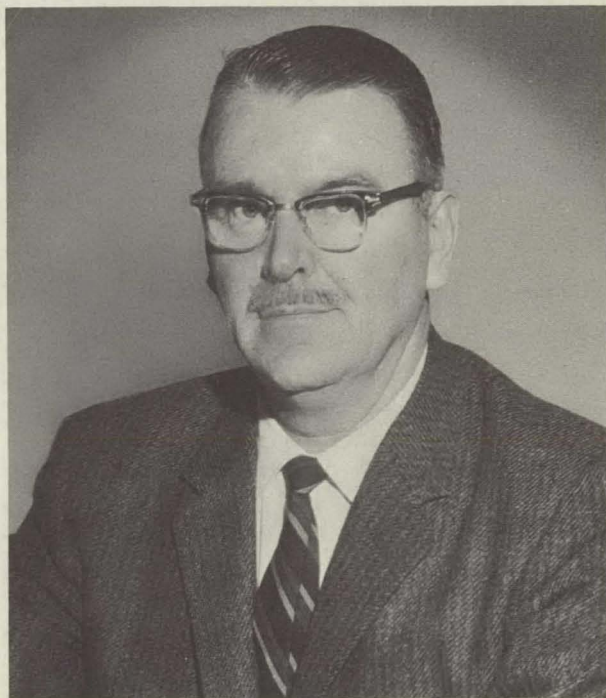
This compilation of criminal statistics is no easy task. Nor is the recording of other noncriminal activities with which the police department is concerned a small chore. When statistics of all activities of the department are recorded, those within the department charged with this duty have their hands full. In this day and age, however, records are of great importance, and while more and more records are being maintained, they are found to be of increasing value to police administrators. In many departments, there are scores of different reporting forms used daily. These must be properly filled out, indexed, and filed. This is the day-to-day process that must be continuous if a consolidation of the statistics is to be made, either on a monthly basis or annually.

The mere making of a report is but the start of many records. The investigators will make re-

ports; there will be supplementary reports as the case is further investigated; there must be a determination made as to just which category of crime each offense should be charged; initial records must be properly indexed and filed. Later on, when arrests are made and recoveries are perhaps effected, additional data must be made of record on the original reports. Perhaps the initial charge has been changed, thereby affecting the category of the offense. All these facts, and more, must be carefully noted and recorded, indexed, and filed.

This is the day-to-day job that must be performed faithfully, accurately, and completely if the consolidation of these statistics for any given period of time is to be of any real value for study and consideration by those who depend on these statistics for the trends they will reveal—and for the assistance they can give.

(It should be noted that the FBI will provide forms to police agencies for use in compiling daily



*Chief Leon T. Webber.*



and monthly crime statistics. Further, the FBI publishes a "Manual of Police Records" and a "Uniform Crime Reporting Handbook" which can be utilized to set up new or improved record systems and to assist in preparing the monthly and annual returns in the Uniform Crime Reporting program. The forms, manual, and handbook will be mailed to you free of charge upon request.)

Known offenses (criminal acts) are the basis for criminal statistics. Not all crimes come readily to the attention of the police. Not all crimes are of sufficient importance to be significant in an index. Classifications in the Index of Crime are: Murder and nonnegligent manslaughter, forcible rape, robbery, aggravated assault, burglary, larceny over \$50, and auto theft. In view of the role performed by the index, these crimes must be faithfully and accurately recorded as they become known to a department. The remainder of the crimes or criminal offenses which become known to the department, usually through arrests, must also be duly recorded, indexed, and filed since all categories of crime are within the responsibility of the department and lend significance to the police effort.

Of primary interest to a police administrator are the fluctuation of crime in his own jurisdiction from one period to the next and the current incidence of crime compared with an average of the experience for the preceding 5 years or other cumulative period. This is the purpose of an annual report, for by the compilation of statistical data these variances may be determined, appropriate action taken, and the public alerted. It is important to remember that the amount of crime committed in a community is not solely chargeable to the police but is rather a charge against the entire community.

### ***Statistics To Be Included***

In publishing an annual report, all available statistics should be included. All categories should be as completely explained as possible. In addition to criminal statistics, all the activities of the department should be briefly reviewed.

I have found that one logical and effective method of publishing an annual report is to present statistical data in tables under the following general headings:

#### **CRIME STATISTICS:**

Index offenses and clearances, by month.

Part II offenses, by month.

Type and value of property stolen and recovered.

#### **ARREST DATA:**

Age, sex, and race of all persons arrested.

Annual return of persons charged.

Arrests for all causes, by month.

Arrests for drunkenness, by month.

#### **JUVENILE STATISTICS:**

Total juvenile arrests, by month.

Age, sex, and race of juvenile offenders.

Disposition of juvenile offenders.

Losses and recoveries through juvenile offenses.

Number of first offenders and repeaters, by month.

#### **TRAFFIC STATISTICS:**

Total number and types of all traffic accidents, by month.

Injuries, deaths, and property damage resulting from accidents, by month.

Time of occurrence of accidents.

Arrests for traffic violations and accidents.

Parking and traffic tickets issued, by month.

#### **MISCELLANEOUS STATISTICAL DATA:**

Public and home accidents.

Occupational accidents.

Firearms accidents.

Suicides and sudden deaths.

Sick and mental cases handled, etc.

Number of crime laboratory examinations, by type.

In addition, of course, the annual report should include data relating to police administration, such as:

Annual budget.

Salaries.

Distribution of personnel, by divisions.

Police reserve.

Roster of department.

Future planning and recommendations.

Public relations.

Training.

Equipment.

The public is also interested in miscellaneous data which can be considered pertinent to an annual police report, including such items as population, area of city, number of ambulance calls, number of men injured in line of duty, days lost, etc.

It is essential that statistics of a former period be contained in the annual report, including the immediate past year and the average of the past 5 years. Without a sound records procedure, it is difficult, if not impossible, to meet the minimum standards of acceptable reporting. When crime totals are not available for comparison from period to period, data for trends cannot be compiled.

The general public has an interest in and should be kept informed of all facts of crime and criminality. To this end, the annual report should be as nontechnical as possible.

Transferral of crime data in the records of the local law enforcement agencies to the FBI at Washington, D.C., is now standard procedure and



includes monthly and annual reporting. Over the years, local departments have compiled annual reports of their own departments and distributed them to researchers, lawmakers, public and private welfare bodies, governmental agencies, the press, and the general public as they have indicated increasing interest in these publications and are using them on an extensive scale. These reports are for the reader interested in the general crime picture, and the technical data is of great interest to police and the student of criminology.

It is a fact that if crime rates do not change from year to year, crime is just keeping up with population. If rates increase, crime is outstripping population growth. Is the crime problem really increasing in your city or county, or is it merely keeping pace with population growth? Your annual report can best answer this.

The value of the annual report to the city manager or the mayor may best be explained by the fact that, in many communities, police administrators are required to file with the municipality an annual report on the overall activities of the police department. Through interpretation of the statistics contained in the report, municipal authorities not only determine crime trends and rates, but also the efficiency of the police, their policies and activities.

The value of the report to the average citizen can best be measured by the fact that he is given all information, both criminal and noncriminal, concerning the work done by his police department. The mere fact that an annual report is published tends to offset the theory of many that the police often attempt to hide certain facts and attempt to keep crime statistics at a low degree for fear the general public will think they are not doing their job or that they are not efficient enough to do the job. In this day of modern recordkeeping and reporting, the public is getting the complete story, not only of the local crime problem but of the many service functions performed by the police.

Education of the public to the police problem will benefit the department in the long run. Place copies of your annual report where the public may obtain them. When you are invited to speak to a group, take along a few copies and discuss the contents with them. Police matters are being handled more and more on a professional scale, and the annual report can do much to place your department on an even stronger professional basis.

Those departments reporting annually to the FBI should have very little difficulty in the drawing up of an annual report. Criminal statistics contained in the FBI report can be incorporated into an annual report, and, for past periods, copies of prior FBI reports may be utilized for the gathering of statistics to be used in the annual report for comparison purposes. For other statistical information, the day-to-day records of the department and/or the monthly tabulations may be summarized. Here again, good recordkeeping methods and habits will produce the necessary information.

### ***Report Reflects Efficiency***

How well and completely the report is presented is but another yardstick by which the degree of efficiency of your department will be measured. Therefore, careful consideration should be given to its contents and preparation. The following items should be considered:

1. All statistics, whether criminal or noncriminal, must be accurate. Criminal offenses must be placed in their proper categories.
2. Suppositions, assumptions, beliefs, and the like must not enter into the report.
3. State the facts and let them speak for themselves.
4. Keep you material clear, concise, and to the point.
5. Don't leave your department open to argument or criticism through careless or unthinking statements.
6. Do not attempt to hide anything.
7. And, last but not least, distribute it widely so that others may read it.

Glossy prints and a professional printing job are fine for annual reports, but it is the story the report tells that really matters. Mimeographed reports, stapled together, with accurate and complete statistics, are of as much value to those who digest these reports for past performance and future planning as the more professional jobs. Graphs, tables, charts, and pictures add a lot to the report and should be used whenever possible.

Every department has a story to tell. The annual report is probably one of the finest means through which this story can be told. If you are not using this means of communication with the public as a whole, try it. You will find that your department will benefit in many ways. An educated and informed public regarding police matters can and will be of much assistance in solving future problems. Give them this opportunity by letting them have a copy of your annual report.





## ***New Headquarters Add to Efficiency of Honolulu Police***

*by* CHIEF DANIEL S. C. LIU, *Honolulu, Hawaii.*

The police department of the city and county of Honolulu this year found a new home which provides tremendously increased efficiency and many new facilities in a most unusual place—a department store.

This surprising circumstance resulted from a combination of the Honolulu force's long search for new quarters in land-hungry Hawaii and the sudden decision to move one of the large department stores from its downtown location to an enormous new shopping center near famed Waikiki Beach.

The need for a new police headquarters in Honolulu had long been evident even to the most reluctant of the city fathers. Before the move, the police had centered their activities in a building created for the defunct sheriff's office in the mid-twenties, with additional space rented in three other buildings.



***Chief Daniel S. C. Liu.***

This attempt to keep up with growth by adding new space to that already existing as the police force grew to match the growing population of the island of Oahu—doubled from 250,000 to 500,000 between 1940 and 1960—simply added inefficiency to inadequacy. A detective in one building who wished to carry out a routine investigative procedure might first have to collect a prisoner from the third floor of another building and a piece of evidence from the basement floor of a third building. The vice division was squeezed into a small building which also housed the garage and the motorcycle and radio shops. It was frequently necessary for officers to wait their turns at the few typewriters which could be crowded into a small squad room, and citizens coming to the police department found themselves lost in the wrong building or waiting at the end of a long and impatient line.

The purely administrative activities of the department were similarly scattered in this hit-or-miss fashion as the Honolulu police struggled to operate in quarters in which mere day-to-day problems prevented adequate planning for security, efficiency, or development.

### ***Obstacles To Overcome***

The obvious need for a new police headquarters was not easily solved in Honolulu, largely because of the shortage of land. The 604-square-mile island of Oahu, the location of the single city-and-county political unit, houses almost 80 percent of the population of the newest State, with the remainder scattered thinly over six other islands in the group located approximately 2,100 nautical miles southeast of San Francisco. With much of its area made up of steep volcanic mountains, Oahu is rapidly approaching a condition of saturation of all available land for housing.

Although everyone would have preferred to plan a new police department from the ground up, the sudden availability of an already-completed, air-conditioned concrete building, when the store



officials decided to move, was recognized as a real blessing by city officials who appropriated money both for the land and building and for the extensive remodeling necessary to change a department store into a government building.

### ***Cost of Conversion***

In all, over \$31½ million was spent to acquire a completed building with a floor area of nearly 200,000 square feet on a lot of 4.35 acres. In Hawaii, where transportation costs raise the price of many construction materials, this is felt to be a real bargain. The remodeling costs totaled \$1.4 million.

### ***Plans for Using Space***

Originally, it was planned for the courts to be housed in the new building also, but lawyers with offices clustered around the existing and fairly adequate court buildings prevented this move, and the space available beyond the two-thirds assigned to the police department was assigned to the health department emergency unit, the parks and recreation board, the fire department offices, and the State liquor commission. As all these agencies have frequent relations with the police, their nearness has provided an extra bonus of convenience in the new building.

In planning for the new home, every division commander was asked to participate by drawing up a list of his needs to give the architect in charge of the conversion. These requests were submitted to a committee of officers for further study in order to produce a building suitable for the most effective combined operations.

Throughout this planning stage, a series of principles for design was kept in the minds of everyone concerned:

1. Physical convenience in order that patrolmen, detectives, inspectors, and administrators would have the least possible distance to travel to reach the equipment they need or the people with whom they deal most frequently.

2. Convenience of the public in reaching those areas they most often need to visit, with no useless detours through other departments.

3. Security for prisoners and records, both by the installation of proper equipment and by minimizing the amount of movement necessary for the routine operation of police business.

4. Separation of juvenile and adult prisoners at all times.

5. A maximum provision of space for physical and intellectual training of officers, conveniently near to squad rooms to encourage such training.

6. Maintenance of light, temperature, and noise at optimum levels for the comfort necessary to maximum efficiency.

Although little of the existing interior of the department store could be used in the conversion, the escalator was kept, possibly making the Honolulu police building the only one in the world with such a unique feature.

The renovation of the department store, once the architect's plans based on the police studies were completed, took less than 6 months, and the new headquarters were occupied in February 1961. So much improvement in efficiency has been noted in the new headquarters that some police officers estimate that the city and county have already received in additional and more effective service the amount invested in the new building.

### ***How Space Is Being Used***

The three available stories of the building were divided into three general areas: Functional divisions in the basement; traffic, records, and dispatch on the main floor; and administrative units on the second floor. A tour through the new Honolulu police headquarters shows the effectiveness of the careful planning which went into its construction.

To begin in the basement, one enters a door convenient to the patrol wagons, finding the receiving desk, with the captain, lieutenant, and their secretaries nearby. Just beyond is the jail division with offices, booking desk, a lineup room, prisoners' visiting room, X-ray and mugging rooms, as well as segregated cell areas for men and women inmates. Within the cell area are kitchen facilities and, adjacent, a spacious squad room next to a locker room with showers and lavatories.

Also housed in the basement are the separate offices of the morals, gambling, and narcotics sections of the vice division, each with its own interrogation room, and similar facilities for the detective division, with secretarial and administrative offices, a press room, a smaller squad room for these officers, and several more acoustically treated interrogation rooms.

Modern inventions have been included in the planning. Two interview rooms have one-way windows for identification purposes, one is es-



pecially fitted for the use of the lie detector, and more electronic devices supply other aids to investigation.

Centrally located on this floor, since it must serve all the units located here, is the evidence room. Some officers feel that the convenient location of this room is the single most advantageous feature of all the many improvements in their new quarters.

### ***Units Located on Main Floor***

In the front of the main floor, the new department building has all the units of the traffic division: Driver licensing and testing; accident investigation; the safety responsibility division; and junior police and motorcycle unit offices. Although space was planned to handle bails and forfeitures for traffic citations, a new State law has recently relegated that function to the courts at the old location.

At the other side of the main floor are the units of the records and identification division, with its services conveniently available by escalator as well as passenger and freight elevators to the units on the other two floors. Considerable room for expansion of records has been allowed. In an area well separated from the busy traffic division, a new dispatch bureau with future conveyor-belt contacts operates in quiet rooms. Civil defense officials are in the dispatch area, and the photographic and chemistry laboratories, with many of the latest facilities added, are also housed nearby.

The top floor of the building holds a conference room for the police commission, offices for the chief of police and his major aides, and the personnel,

fiscal, planning and training offices, all within easy access of each other and comfortably distant from the citizen who has no business with them.

Besides a library, a public relations room, and waiting rooms, this floor also houses three large classrooms capable of holding a hundred students each. By collapsing the folding walls connecting the three rooms, they can be converted into a single room for meetings of up to four hundred people. Recently, a large luncheon was held in this room to commemorate the graduation of a class of 60 new recruits.

The availability of adequate classroom space has promoted stepped-up activity in planning and training with noticeably good effects throughout the force.

### ***Other Facilities Provided***

Equally valuable for the development of better officers at all levels are the new physical training facilities. The Honolulu Police Relief Association, a self-supporting group of officers, provided funds for equipping a gymnasium with bar bells, bicycles, rowing machines, and other exercise equipment, along with a steamroom. This organization also equipped a recreation room. A firing range of five positions is in the basement with adequate soundproofing and safety controls and close enough to their squad rooms to encourage patrolmen and detectives to do practice shooting.

Despite the greatly increased space available, the planners of the new headquarters insisted that a completely separate facility be set up for the juvenile division, and that has been placed in a small building across the street, where there are



*Aerial view of Honolulu police headquarters revealing the modernity achieved by acquiring a former department store building in land-hungry Hawaii.*



*Aerial view of police parking area in the center, supply room and garage to the left, and radio shop and juvenile division on the right.*





*Traffic division—licensing bureau.*



*Indoor shooting range prior to completion.*

also the radio shop, judo practice room, and garage and supply rooms. An unusual feature of the juvenile division is a special area for recovered bicycles.

### **Problems To Be Solved**

The new Honolulu Police Department is so much better than the previous conglomeration of buildings as to seem almost perfect, but some flaws have been noted in the few months the building has been occupied which may be mentioned for the benefit of any other department considering a similar conversion.

Although the architect realized that the reduction of the large open spaces of the department store into a number of smaller rooms would demand more air conditioning, the need has turned out to be even greater than the additional units he planned can supply. Similarly, the generally

effective effort to place similar units as closely as possible to each other has required more sound-proofing of offices and other units than the plans indicated. Both these problems may soon be alleviated by minor modifications.

Since its move, the police department has also been under considerable pressure from other city and county agencies in less fortunate locations, and it is meeting difficulties in its attempt to hold on to space which will provide for continued expansion to keep up with the needs of a still-growing community.

No easy answer has been found for this problem, but another difficulty arising from the new building, one unique in police annals, has been simply disappearing as time passes. It has been several weeks since anyone walked up to the receiving desk in the former department store and asked for the lingerie department.

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## **PRISONERS USE INGENUITY TO GET ESCAPE TOOLS**

It is a well-known fact that prison inmates spend much of their time on the inside figuring ways to get on the outside.

Because of its inconspicuousness—and effectiveness—they hope to effect this escape by use of the old, time-tested, hacksaw blade, and they find various means to acquire this important item.

In the county jail in a western State, for instance, an unusual craving for candy bars by a group of prisoners was explained when jail officials discovered that 25 hacksaw blades had been smuggled into the jail by way of the candy boxes. A friend on the outside had conceived the idea of dampening the bottoms of the candy cartons, inserting the thin blades between the sodden layers

of cardboard, and then drying the boxes before bringing them to the jail.

In a midwestern penitentiary, the inmates obtained their blades from the prison itself by substituting fake blades for good ones they had failed to turn in at the end of the working day. The fake blades were made out of strips of metal binding material cut to the length of the real blades. In addition, the fake blades were painted blue on one end, had holes punched near both ends, and had simulated teeth cut into one side—all in exact duplication of the real ones stolen by the inmates.

In Alaska, inmates fled their jail cells by sawing through the bars with hacksaw blades which were mounted in the curved rung of a chair.



# FIREARMS TRAINING

## ***Combat Shooting at Close Range Is Good Training***

In response to a routine call concerning suspicious noises at the rear of a warehouse, an officer proceeds down a dimly lighted alley to investigate the matter. Out of the shadows steps a burglar with gun in hand. As the felon's first shot passes near him, the officer quickly draws his revolver and fires from hip level disabling his adversary before he can fire the second shot.

This quick and effective shot without the benefit of sight alinement could well have saved this officer's life. Had he paused the extra time necessary for attempted sight alinement and the application of other points necessary in accurate bull's-eye revolver shooting, he might not have emerged the victor.

As illustrated by this incident, there are times when the ability to fire a quick but effective revolver shot without the benefit of sight alinement pays big dividends to the law enforcement officer. Sometimes such talent could mean the difference between life and death; yet many have neglected to develop this ability.

For some, it is because they have not received the firearms training necessary for the development of this ability. Others have not had the foresight or personal initiative necessary to attain this skill.

The revolver is standard equipment for the law enforcement officer. It is worn daily and is accepted as the most vital piece of his equipment. When faced with danger, he will instinctively reach for his revolver. However, many lack the ability to handle it effectively under conditions other than those found in the accepted firearms training programs.

The need for the development of defensive shooting ability, whether it be under supervised training or self-training programs, cannot be over-emphasized. Seldom is the officer fortunate enough to be able to defend himself under the same conditions as found during most phases of target shooting. Most gun battles are generally fought under conditions far from favorable for precise revolver shooting.

Use of the revolver may be necessary in a dark alley, during a "routine" arrest, or in a dimly

lighted room. It is often at a time when least expected and speed and accuracy are the deciding factors. Therefore, one must act and shoot instinctively. Even if the lighting is favorable, there may be no time for sight alinement. A quick, well-placed shot by hip-level or point-shoulder shooting oftentimes is required if the officer is to survive.

Defensive shooting is invariably double-action shooting. Since this type of shooting follows the quick draw, practice should always include the draw followed by the hip-level-shooting or point-shoulder-shooting stance.

When fired, the bullet will follow the path of vision hitting near or on the object on which the shooter's vision is concentrated, if the revolver is held in a rigid, unwavering position parallel to the ground, directly under the shooter's eye, and in line with his path of vision.

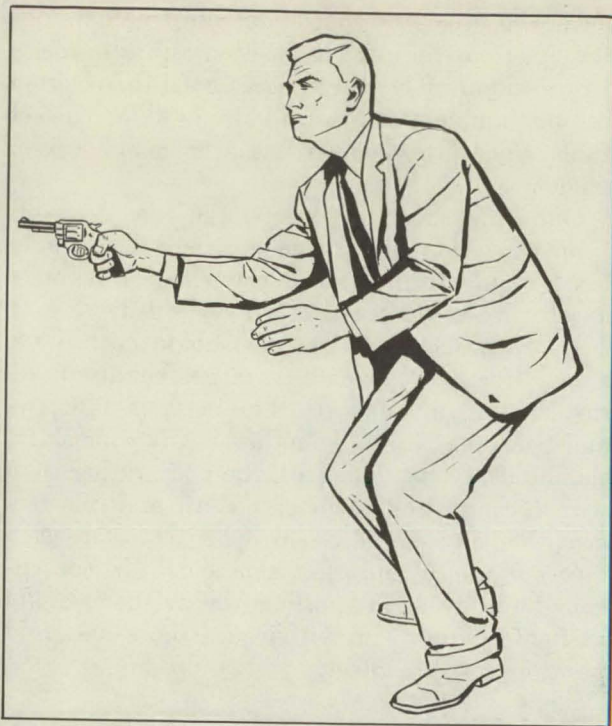
Therefore, proper form is most essential for the development of effective hip-level-shooting ability. Diligent "dry" firing practice with emphasis on form can accomplish this goal.

The double-action grip (see figure 1) is most essential in accurate firing and is used in this type of combat shooting. The finger remains off the trigger until the draw is completed and revolver is being thrust forward. As the revolver is drawn, the proper hip-level-shooting stance, as illustrated in figures 2 and 3, is automatically assumed.

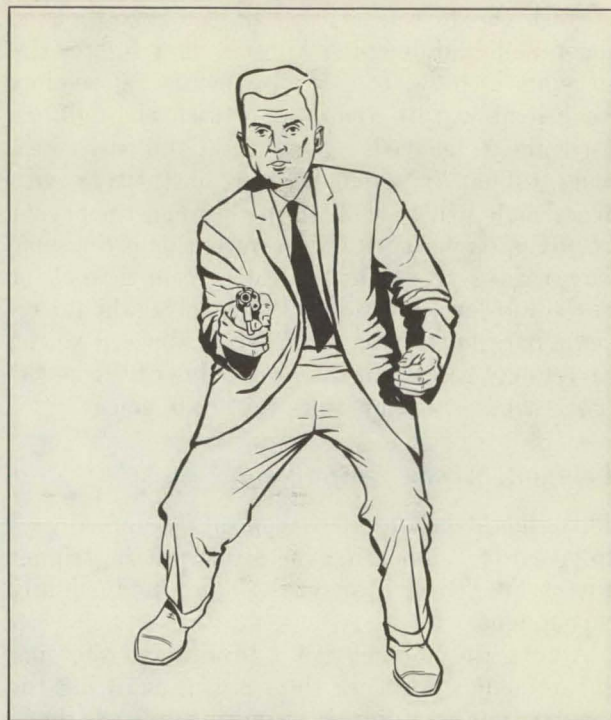


**Figure 1.—Double-action grip.**



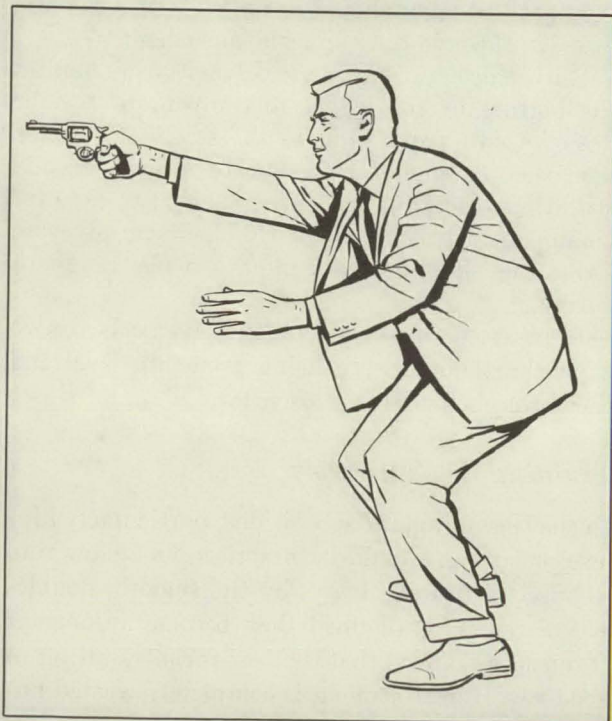


**Figure 2.—Side view of the effective hip-level-shooting position.**

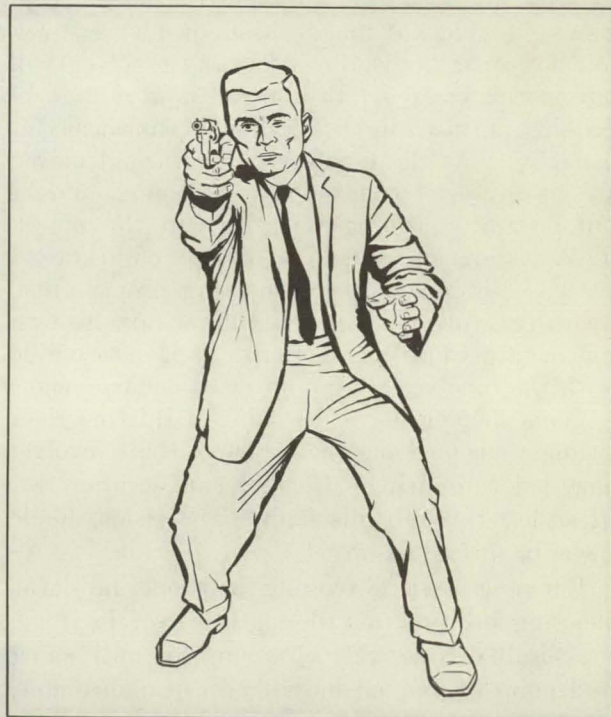


**Figure 3.—Front view of the approved hip-level-shooting position.**

**Figure 4.—Side view of point-shoulder-shooting position for combat situations.**



**Figure 5.—Front view of point-shoulder-shooting position.**





With the forward thrust of the revolver, the shooter should imagine himself as a fighter delivering a blow to his opponent's midsection. Such a blow will strike home with the fighter's fist tightly clenched, wrist locked, and entire arm tense. That in itself becomes instinctive with every male, whether or not he has had the benefit of boxing experience. Therefore, this is the same way a revolver should be drawn from the holster to the hip-level position. The revolver should remain parallel to the ground and forward so the barrel may be seen in the lower edge of the shooter's secondary vision for proper alinement.

### ***Trigger Stroke Important***

This should be practiced constantly and always followed by a smooth, even stroke of the trigger with care that the revolver is held rigidly throughout.

Among the common faults in hip-level shooting is the tendency to cock the wrist, thus tilting the revolver slightly upward, resulting in high shots. Another is the inability to keep the forearm and revolver completely parallel to the ground, thus resulting in high or low shots. Further, the failure to bring the elbow in line with the forearm causes the shooter to loosen his wrist in alinement. The elbow should always be held directly behind the forearm and revolver.

The shooter should always align himself squarely in front of his target to avoid the necessity of having to change the position of his revolver. With proper body alinement, the revolver will automatically be on the target or at least will require only a slight additional alinement for accuracy. As the revolver is drawn and moved to the hip-level position, the shooter should be automatically aligning himself with the target. The shooter's eyes should be directly on his target with his secondary vision insuring proper alinement of revolver. He should never take his eyes off the target until the shot or shots have been fired with the revolver always in the secondary vision.

Some shooters have the habit of shifting their primary vision from the target to their revolver just prior to firing. Control and accuracy are often lost through this fault. The vision should never be shifted off target.

For practice in developing the proper hip-level-shooting position, a full-length mirror is of immeasurable value. By observing his own stance and point of aim, an individual can immediately

make the necessary corrections until he develops the "feel" of his proper position and alinement. In this manner, he can practice until the position becomes automatic. He will also be able to detect faulty muzzle alinement with the double-action trigger pull.

Once the shooter develops the "feel" of his proper position and alinement, it should be practiced regularly until such time that it becomes automatic every time the revolver is drawn.

In his practice, the shooter should not always stand directly in line with his target, but also practice shifting in line with the target as he draws and from one target to another. Any wide shifts should always be done with the body rather than with the arm and revolver. With multiple targets, the body should be shifted so as to face each target squarely, and the vision should be concentrated on it before pulling the trigger. Body shifts for alinement will insure the same rigid position of the revolver.

### ***Point-Shoulder Shooting***

In point-shoulder shooting, the crouch is the same as in hip-level shooting, except that the revolver is at eye level with elbow and wrist firmly locked as illustrated in figures 4 and 5. The line of vision should be directed down the arm and over the revolver at the target. As in hip-level shooting, the shooter's primary vision is on the target. Again, the trigger should be pulled with a smooth, even stroke avoiding muzzle movement.

With this position, the revolver can be held at the bottom of the target to compensate for the use of a full front sight in the secondary vision. The shooter should endeavor to align his body with the target, but body shift is not necessary for change of target. The outstretched arm pivoting from the shoulder will offer a wide range of coverage.

In practice, the revolver should always be drawn as if the shooter were firing from hip level and then brought swiftly up to eye level.

### ***Training Is Necessary***

In the beginning, these positions, particularly hip-level shooting, should be practiced at a slow rate of speed followed always by the smooth, double-action trigger pull until they become automatic. It must be realized that the best form, resulting in good revolver alinement, is completely wasted un-



less it is followed by smooth, double-action shooting. A "milked" shot makes the best position and form useless. Revolver control must be maintained up through the actual firing.

With regard to the development of speed, it should not be attempted until position and form are completely mastered to the point that they are instinctive or automatic. With this, speed should then be gradually developed until the individual's maximum speed is reached, but never to the point where good form and trigger action are sacrificed. Remember, no matter how fast the revolver is drawn and fired, the bullet will follow the path directed by the gun barrel. Therefore, good form should always have preference over speed since accuracy is the ultimate goal.

Whether it be under supervised training or self-training, there is no substitute for practice and "dry" firing. Hip-level- or point-shoulder-shooting ability can never be developed without complete mastery of form and fundamentals.

### Conclusion

It is not the purpose of this article to create the impression that hip-level- or point-shoulder-shooting ability is all-important and that other forms of revolver training such as the Practical Pistol Course, bull's-eye shooting, etc., are obsolete. To the contrary, all forms of revolver shooting are most important. There are times when precise shooting may be necessary for the desired results. Hip-level- and point-shoulder-shooting ability can only be developed after other forms of revolver shooting are mastered. It is recommended, therefore, that every law enforcement officer include this type of defensive shooting with other phases of revolver training.



### CRIME CALENDAR

There is no month without crime, but some crimes are more frequently committed in their own season. Each season seems to provide the conditions which influence the occurrence of many of the violent crimes. December 1960 led all other months in murder, manslaughter by negligence, robbery, and burglary. Auto theft reached a peak in November, and during the months of August and September, respectively, two other serious crimes, rape and aggravated assault, had their greatest frequency. March was the low crime month for the year in volume. *NCR-1960*

NOVEMBER 1961

### FBI DISASTER SQUAD IDENTIFIES BLAST VICTIMS

On May 22, 1961, an area for miles around the Allegany Ballistics Laboratory at Pinto, W. Va., was rocked by a blast which completely demolished three structures at this rocket fuel plant.

Nine workmen were killed, 6 were injured and hospitalized, and 20 others were treated for superficial cuts and bruises at the laboratory dispensary. The bodies of the deceased victims were taken to a funeral home in Cumberland, Md., some 7 miles from the scene of the explosion, pending identification.

The FBI Disaster Squad responded immediately when requested by the manager of security for the Allegany Ballistics Laboratory to assist in the identification of the bodies.

Throughout the night, the Disaster Squad worked with a Cumberland pathologist at this grim job in an effort to establish positive identification of the nine deceased employees. Four of the bodies were intact; the other five were torn into small pieces by the force of the explosion. The FBI men were successful in identifying seven of the victims through fingerprints and one of them by documents contained in a wallet on his person. The ninth victim, who had been placed at the scene immediately prior to the explosion, was not identified because sufficient remains could not be located. *Bufile 98-45622 and 32-57 serial 5141*



### CRIME AROUND THE CLOCK

Four serious crimes occurred each minute in 1960.

One murder occurred every 58 minutes.

One forcible rape occurred every 34 minutes.

One robbery occurred every 6 minutes.

One aggravated assault occurred every 4 minutes.

One burglary occurred every 39 seconds.

One serious larceny (\$50 and over) occurred each minute.

One auto theft occurred every 2 minutes.

One crime of murder, forcible rape, or assault to kill occurred every 3 minutes.

The total number of criminal acts which occur is unknown and unmeasurable; however, based on reports to law enforcement agencies in 1960, the total figure for the United States was 14 percent higher than in 1959, or 230,870 more serious crimes than committed in 1959. *NCR-1960*





## OTHER TOPICS

President Kennedy in the last several weeks has signed legislation passed by the Congress of the United States which is intended to help stem the tide of lawlessness which is sweeping the Nation.

Targets of the new laws, which expand the jurisdiction of the FBI in several areas, include far-ranging criminals who flee across State lines, big league racketeers and gamblers, and the modern-day aircraft pirates.

The growing amount of lawlessness each year in our society is reflected in the increased use of the Fugitive Felon Act, as evidenced by a total of 1,418 apprehensions under this act in fiscal year 1961, compared with 444 in fiscal year 1950.

Public Law 87-368, to amend section 1073 of title 18, U.S. Code, the Fugitive Felon Act, was signed into law by the President on October 4, 1961, and will serve as another weapon in the attack on the criminal elements of our population. The amendment now reads as follows:

Whoever moves or travels in interstate or foreign commerce with intent either (1) to avoid prosecution, or custody or confinement after conviction, under the laws of the place from which he flees, for a crime, or an attempt to commit a crime, punishable by death or which is a felony under the laws of the place from which the fugitive flees, or which, in the case of New Jersey, is a high misdemeanor under the laws of said State; or (2) to avoid giving testimony in any criminal proceedings in such place in which the commission of an offense punishable by death or which is a felony under the laws of such place, or which, in the case of New Jersey, is a high misdemeanor under the laws of said State, is charged, shall be fined not more than \$5,000 or imprisoned not more than 5 years, or both.

Violations of this section may be prosecuted only in the Federal judicial district in which the original crime was alleged to have been committed, or in which the person was held in custody or confinement and only upon formal approval in writing by the Attorney General or an Assistant Attorney General of the United States, which function of approving prosecutions may not be delegated.

Unlawful flight investigations, before the new legislation, were limited to the specific State crimes of arson punishable as a felony, murder, kidnapping, burglary, robbery, mayhem, rape, assault with a dangerous weapon, or extortion accompanied by

## ***New Laws' Targets: Rackets, Fugitives, and Airline Pirates***

threats of violence, or attempt to commit any of these offenses.

However, the new amendment broadens the act to include all crimes, or attempts to commit crimes, punishable by death, or which are felonies under State law (or which, in the case of New Jersey, are high misdemeanors).

Thus, the amendment now permits the FBI to assist State and local officers in locating persons sought for additional serious offenses where there has been an indication of interstate or foreign flight.

### ***Expanded FBI Jurisdiction***

Under the Fugitive Felon Act as amended, the FBI conducts investigations where these four situations are present:

(1) Facts which indicate that the fugitive moved or traveled in interstate or foreign commerce;

(2) The fugitive is sought for a State felony or offense punishable by death in the case of flight to avoid prosecution, custody, or confinement; or, that a State criminal proceeding charging the commission of a felony has been instituted in the case of flight to avoid giving testimony, and the witness was under subpoena prior to such flight;

(3) A definite statement by the State or local prosecutor that the fugitive will be removed to that district for prosecution when apprehended or, in the case of an escapee, that he will be reconfined;

(4) A U.S. attorney has approved the issuance of a Federal warrant.

On September 13, 1961, the President signed an array of new Federal laws which will provide the FBI and investigators of the Post Office and Treasury Departments with additional jurisdiction in the constant war against racketeers and gamblers.

Public Law 87-228 is designed to prohibit travel or transportation in interstate or foreign commerce in aid of racketeering enterprises.

Except where existing agreements or practices dictate otherwise, the FBI has investigative juris-



diction in regard to this legislation. Liquor and narcotics investigations are conducted under the supervision of the Treasury Department.

The legislation provides the following new section to chapter 95 of title 18, U.S. Code:

(a) Whoever travels in interstate or foreign commerce or uses any facility in interstate or foreign commerce, including the mail, with intent to—

(1) Distribute the proceeds of any unlawful activity; or

(2) Commit any crime of violence to further any unlawful activity; or

(3) Otherwise promote, manage, establish, carry on, or facilitate the promotion, management, establishment, or carrying on of any unlawful activity and thereafter performs or attempts to perform any of the acts specified in subparagraphs (1), (2), and (3), shall be fined not more than \$10,000 or imprisoned for not more than 5 years, or both.

(b) As used in this section, "unlawful activity" means (1) any business enterprise involving gambling, liquor on which the Federal excise tax has not been paid, narcotics, or prostitution offenses in violation of the laws of the State in which they are committed or of the United States, or (2) extortion or bribery in violation of the laws of the State in which committed or of the United States.

### ***Wagering Information Law***

Public Law 87-216 which prohibits transmission of wagering information in interstate or foreign commerce was passed in order to provide additional areas wherein the Federal Government can prosecute gamblers. It will assist in the suppression of organized gambling activities by restricting the use of wire communication facilities. Violations will be investigated by the FBI.

The legislation provides an act to amend chapter 50 of title 18, U.S. Code, with respect to the transmission of bets, wagers, and related information. The following paragraph was added to section 1081:

The term "wire communication facility" means any and all instrumentalities, personnel, and services (among other things, the receipt, forwarding, or delivery of communications) used or useful in the transmission of writings, signs, pictures, and sounds of all kinds by aid of wire, cable, or other like connection between the points of origin and reception of such transmission."

Chapter 50 of title 18 was amended by adding a new section, 1084, as follows:

(a) Whoever being engaged in the business of betting or wagering knowingly uses a wire communication facility for the transmission in interstate or foreign commerce of bets or wagers or information assisting in the placing of bets or wagers on any sporting event or contest, or for the transmission of a wire communication which entitles the

recipient to receive money or credit as a result of bets or wagers, or for information assisting in the placing of bets or wagers, shall be fined not more than \$10,000 or imprisoned not more than 2 years, or both.

(b) Nothing in this section shall be construed to prevent the transmission in interstate or foreign commerce of information for use in news reporting of sporting events or contests, or for the transmission of information assisting in the placing of bets or wagers on a sporting event or contest from a State where betting on that sporting event or contest is legal into a State in which such betting is legal.

(c) Nothing contained in this section shall create immunity from criminal prosecution under any laws of any State, Commonwealth of Puerto Rico, territory, possession, or the District of Columbia.

(d) When any common carrier, subject to the jurisdiction of the Federal Communications Commission, is notified in writing by a Federal, State, or local law enforcement agency, acting within its jurisdiction, that any facility furnished by it is being used or will be used for the purpose of transmitting or receiving gambling information in interstate or foreign commerce in violation of Federal, State, or local law, it shall discontinue or refuse the leasing, furnishing, or maintaining of such facility, after reasonable notice to the subscriber, but no damages, penalty or forfeiture, civil or criminal, shall be found against any common carrier for any act done in compliance with any notice received from a law enforcement agency. Nothing in this section shall be deemed to prejudice the right of any person affected thereby to secure an appropriate determination, as otherwise provided by law, in a Federal court or in a State or local tribunal or agency, that such facility should not be discontinued or removed or should be restored.

Public Law 87-218 prohibits the interstate transportation of wagering paraphernalia by adding a new section to title 18, U.S. Code, section 1953, and also amends title 18, U.S. Code, section 1302. This new legislation provides as follows:

(a) Whoever, except a common carrier in the usual course of its business, knowingly carries or sends in interstate or foreign commerce any record, paraphernalia, ticket, certificate, bills, slip, token, paper, writing, or other device used, or to be used, or adapted, devised, or designed for use in (a) bookmaking; or (b) wagering pools with respect to a sporting event; or (c) in a numbers, policy, bolita, or similar game shall be fined not more than \$10,000 or imprisoned for not more than 5 years, or both.

(b) This section shall not apply to (1) parimutuel betting equipment, parimutuel tickets where legally acquired, or parimutuel materials used or designed for use at race-tracks or other sporting events in connection with which betting is legal under applicable State law; or (2) the transportation of betting materials to be used in the placing of bets or wagers on a sporting event into a State in which such betting is legal under the statutes of that State; or (3) the carriage or transportation in interstate or foreign commerce of any newspaper or similar publication.



(c) Nothing contained in this section shall create immunity from criminal prosecution under any laws of any State, Commonwealth of Puerto Rico, territory, possession, or the District of Columbia.

Section 1302 pertains to the mailing of lottery tickets and is within the investigative jurisdiction of the Post Office Department. The amendment to section 1302 will give the Post Office Department jurisdiction in those instances wherein wagering paraphernalia as described in the new legislation is deposited in the mails.

This legislation will be under the primary investigative jurisdiction of the FBI and will fill a void which formerly existed in that numbers or policy operators were able to operate in certain areas with immunity from Federal prosecution. It makes the mere transportation of the items described in interstate or foreign commerce a violation.

Public Law 87-197 concerning airplane hijacking was signed into law by the President on September 5, 1961.

This law was enacted by Congress as a direct result of several instances of piracy of American aircraft, the most spectacular of which was the hijacking of a \$5.4 million jet airliner carrying 67 passengers and 6 crew members through the skies near El Paso, Tex., in August of 1961.

To provide for the application of Federal criminal law to certain events occurring on board aircraft in air commerce, section 902 of the Federal Aviation Act of 1958 was amended by adding at the end thereof the following new subsections:

*Aircraft Piracy*—(i) (1) Whoever commits or attempts to commit aircraft piracy, as herein defined, shall be punished—

(A) By death if the verdict of the jury shall so recommend, or, in the case of a plea of guilty, or a plea of not guilty where the defendant has waived a trial by jury, if the court in its discretion shall so order; or

(B) By imprisonment for not less than 20 years, if the death penalty is not imposed.

(2) As used in this subsection, the term "aircraft piracy" means any seizure or exercise of control, by force or violence or threat of force or violence and with wrongful intent, of an aircraft in flight in air commerce.

*Interference With Flight Crew Members or Flight Attendants*—(j) Whoever, while aboard an aircraft in flight in air commerce, assaults, intimidates, or threatens any flight crew member or flight attendant (including any steward or stewardess) of such aircraft, so as to interfere with the performance by such member or attendant of his duties or lessen the ability of such member or attendant to perform his duties, shall be fined not more than \$10,000 or imprisoned not more than 20 years, or both. Whoever in the commission of any such act uses

a deadly or dangerous weapon shall be imprisoned for any term of years or for life.

*Certain Crimes Aboard Aircraft in Flight*—(k) (1) Whoever, while aboard an aircraft in flight in air commerce, commits an act which, if committed within the special maritime and territorial jurisdiction of the United States, as defined in section 7 of title 18, U.S. Code, would be in violation of section 113, 114, 661, 662, 1111, 1112, 1113, 2031, 2032, or 2111 of such title 18 shall be punished as provided therein.

(2) Whoever, while aboard an aircraft in flight in air commerce, commits an act, which, if committed within the District of Columbia would be in violation of section 9 of the act entitled "An Act for the preservation of the public peace and the protection of property within the District of Columbia," approved July 29, 1892, as amended (D.C. Code, sec. 22-1112), shall be punished as provided therein.

*Carrying Weapons Aboard Aircraft*—(l) Except for law enforcement officers of any municipal or State government, or the Federal Government, who are authorized or required to carry arms, and except for such other persons as may be so authorized under regulations issued by the Administrator, whoever, while aboard an aircraft being operated by an air carrier in air transportation, has on or about his person a concealed deadly or dangerous weapon, or whoever attempts to board such an aircraft while having on or about his person a concealed deadly or dangerous weapon, shall be fined not more than \$1,000 or imprisoned not more than 1 year, or both.

*False Information*—(m) (1) Whoever imparts or conveys or causes to be imparted or conveyed false information, knowing the information to be false, concerning an attempt or alleged attempt being made or to be made, to do any act which would be a crime prohibited by subsection (i), (j), (k), or (l) of this section, shall be fined not more than \$1,000 or imprisoned not more than 1 year, or both.

(2) Whoever willfully and maliciously, or with reckless disregard for the safety of human life, imparts or conveys or causes to be imparted or conveyed false information, knowing the information to be false, concerning an attempt or alleged attempt being made or to be made, to do any act which would be a crime prohibited by subsection (i), (j), (k), or (l) of this section, shall be fined not more than \$5,000 or imprisoned not more than 5 years, or both.

*Investigations by Federal Bureau of Investigation*—(n) Violations of subsections (i) through (m), inclusive, of this section shall be investigated by the Federal Bureau of Investigation of the Department of Justice.

Section 4, title XI, of the Federal Aviation Act of 1958, is amended by adding at the end thereof the following new section:

*Authority To Refuse Transportation*—SEC. 1111. Subject to reasonable rules and regulations prescribed by the Administrator, any air carrier is authorized to refuse transportation to a passenger or to refuse to transport property when, in the opinion of the air carrier, such transportation would or might be inimical to safety of flight.



# ***Killing of Officers Is Problem Facing Police and Public***

During the past 5 years (1956-60), 237 city police officers have met violent death in providing the traditional service of protecting public life and property. This is a heavy toll at the greatest possible price. Unfortunately, the picture is not complete until it is realized that six out of every hundred police officers were assaulted last year while carrying out their numerous duties. Many of these assaults were of a serious nature, separated from life or death by a very thin line. Even so, the hazards of the police profession are too often forgotten in the daily "routine" of traffic enforcement, patrol duty, and, yes, even arrests.

In 1960, 48 city police officers were killed in the line of duty, 28 of them at the hands of killers and the remainder by various types of accidents, with traffic taking a heavy toll. The police officer on motorized patrol, both automobile and motorcycle, is driving or riding many hours a day on crowded city streets and under severe weather conditions. He is frequently called upon to make emergency runs in extremely trying and hazardous situations. That the high-speed chase is always fraught with peril is demonstrated by the deaths of two officers in one car when the driver, during the chase of a suspected bootlegger, lost control of the vehicle and struck a bridge, with the car landing in the water. The emergency run using sirens and red lights always presents another potentially dangerous situation, and accidents frequently cannot be avoided. One police officer lost his life when his cruiser was struck by a car operated by an unlicensed driver who was a deaf mute. Eight officers were killed on motorcycles and five in automobiles.

Three of the police officers killed in accidents were struck by motorists, one while directing traffic at a busy intersection and two while questioning drivers they had stopped along the highway. One of the latter officers was a victim of a juvenile drunk driver whose speeding car sideswiped the stopped vehicle on the side where the officer was standing. The mere presence of the police officer for extended periods on our constantly growing, high-speed, and crowded highways is in itself a great personal risk. Insofar as accidents are concerned, as the word implies,

many are unavoidable or beyond the control of the victim. Yet the saving of a law enforcement officer's life is of such importance, undue risk should not be taken. The need for a high-speed chase or emergency run should be judged on the individual circumstances. In matters of life and death, speed of response to a call is essential. The decision is that of the officer at the moment, but like many phases of police work, there is little time for deliberation.

In analyzing the circumstances surrounding the deaths of 28 law enforcement officers who were murdered last year, an attempt is made to categorize the incidents by police activity. Eight of the police officers slain by killers were answering "disturbance" calls. Such calls are received by police departments from law-abiding citizens and range from a complaint about a "loud drunk" to a "man with a gun," domestic quarrels to riots. In each type of instance mentioned above, a police officer last year sacrificed his life answering such a call. These are situations when the law enforcement officer is frequently faced with an emotionally disturbed or mentally unstable person. The officer may approach with caution, but the actions of this potential killer are not predictable. Three of these eight police deaths in 1960 resulted when responding to a call for assistance in domestic quarrels. The extent of this problem becomes more apparent when it is realized that, based on a survey conducted under the Uniform Crime Reporting program in August 1960, it was noted that 65 percent of all serious or aggravated assaults were committed by members of the assault victims' families, neighbors, and acquaintances. The 8 killers involved in these police deaths had prior arrests totaling 56. Each had been previously arrested 1 to 35 times. Seven had earlier arrests for assault. Other arrests included armed robbery, forgery, car theft, burglary, and rape. Two were subsequently determined insane.

Four police officers were slain by criminals while attempting arrests based on previous criminal acts. Again it is emphasized that personal danger to every officer is present with every arrest. In some situations, the offender's background is known to the officer, and he can reasonably "anticipate" trouble in certain instances. Yet even the minor offender is a threat. While one of these four killers had previously committed a murder, the other three were sought on charges of non-support of family, statutory rape, and drunkenness. As a group, they had 12 prior arrests rang-



ing from no prior arrest in the statutory rape case to 8 in the arrest for drunkenness.

In 16 instances, police officers on patrol duty were killed by hardened criminals interrupted in the act or fleeing from the scene of a robbery, burglary, or car theft. It is these desperate, trigger-happy killers who present the greatest menace to law enforcement. What chance had two officers in separate situations who attempted to stop for traffic violations two cars which unbeknown to the officers were occupied by robbers fleeing from the scene? Both officers were greeted with a hail of lead. Other officers fell mortally wounded from hoodlum gunfire when arriving at a holdup in progress, while others were victims of burglars who, cornered in alleys or dark buildings, killed the pursuing officers. All of these killers with one exception had earlier been arrested, convicted, and served a prison sentence on at least one occasion for serious crimes including burglary, robbery, and attempt to kill.

Of the 34 murderers apprehended in 1960 for the 28 police killings described briefly above, all but 2 were 40 years of age or less. Twenty were less than 30, and 11 were 25 years of age or younger. Their ages ranged from 20 to 58 years.

The 34 killers as a group had been previously arrested a total of 248 times, ranging from no known prior arrest (3) to 46. The average was seven prior arrests. Burglary was the most common arrest as a group, followed by assault, larceny, and armed robbery. Twenty-seven of the killers had prior convictions ranging from 1 to 24. Twenty-five had been imprisoned at least once. Twenty-four had been granted some form of leniency for past criminal acts, and 12 were on parole or probation at the time of their vicious acts.

At least 16 of the 34 killers had been arrested for such crimes as burglary, car theft, and assault before they reached their 18th birthdays (fingerprint records on juvenile arrests are, of course, incomplete).

When examined by standard police watches, 16 officers were slain between 4 p.m. and midnight, 9 between midnight and 8 a.m., and 3 between the hours of 8 a.m. and 4 p.m.

As to what corrective measures might have been taken to prevent these police killings, certainly those hardened criminals who were on parole or probation at the time should not have been granted leniency. What different police procedure might have been successful in saving an officer's life in each instance is not readily apparent.

Some standard practices of arrest techniques need reiteration and other proposals are suggested:

Generally, the most obvious factor that emerges from a review of the circumstances surrounding each police killing is the need for every officer to be constantly alert. Don't let your day-to-day activity become routine. Look for "trouble" in every situation and approach with caution.

Exercise wariness and alertness in connection with all arrests. The threat is from the hardened criminal and the emotionally disturbed or insane person. They are not easily identified. The killer may be any type of offender such as "nonsupport." One serious offender on parole killed when being arrested on a charge of drunkenness.

In each arrest, make thorough searches and use restraining devices in transporting prisoners. Grant no favors. One officer died because he granted a favor to the subject, and two offenders killed with concealed weapons after being arrested.

Patrols approaching a building where a burglary or robbery has been reported in progress or is discovered should exercise extreme caution. Remember, in these situations the subject is looking for you and in most instances will observe you first. Use every advantage of cover and proceed on the basis that *a police killing occurs most often under these circumstances.*

Many "disturbance" calls should be approached under the same conditions as above. This is frequently the emotionally enraged killer, but like the hardened criminal above, he has the advantage of knowing what he is going to do. Again, in most instances, he will observe the officer first.

The policeman's daily duty is one of hard reality, a blend of complaints concerning "barking dogs" and "noisy boys," traffic snarls and traffic tragedy, and along with it the dangers inherent in the hardened criminal, the mentally unstable, the emotionally disturbed, the "trigger-happy punk," and the reckless motorist. Those who have given their lives to the community and the law enforcement profession were dedicated and courageous men. Every community expects its officers to take such risks and provide such protection. The community then has a moral obligation to be vitally interested in the welfare of its police agency, not only its salary and numerical strength, but also the caliber of men it attracts, the morale of the force, and, of great importance, the extent of professional training afforded.



## Businessmen Alerted for Passers of Bad Checks

Checkpassers may think twice before attempting to pass fraudulent checks in Ashland, Ohio, or in Bath, N.Y.

In Ashland, Sgt. L. James Gilbert of the police department has devised and distributed to merchants and filling station attendants a form (see illustration) to be filled out when cashing a check for a customer unknown to them or in a case where they have reason to suspect the check might be fraudulent.

<b>FIRM</b>	
DATE	RECEIVED BY
TIME	CHECK NUMBER
BANK	
ADDRESS	
X	
ADDRESS	
CITY	
OL STATE	NUMBER
SOCIAL SECURITY NUMBER	
MAKE OF AUTO	STATE AND NUMBER
PURCHASE	HAIR EYES
AMOUNT	R. THUMB
OTHER	

Ashland, Ohio, form to be filled out by businessmen cashing checks for unknown or questionable customers.

NOVEMBER 1961

*Let from SAC, Buffalo, 3-10-61, captioned "7B9 LEB"  
Bufile 62-46597 re Ashland, Ohio, material.*

## ALL STRANGERS WHO CASH CHECKS HERE

MUST FILL IN THIS CARD  
FROM THE BATH POLICE DEPT.

Identification									
Name									
Home Address					Business Address				
Occupation					Employer				
Sex	Weight	Color Hair	Color Eyes	Height	Color	Date of Birth			
						Mo.	Day	Year	
Kind of Car					S S. No.				
License No.					Driver's License No.				
Name of Bank									
Signature									

Please Ask For Information Card Before  
Presenting Check

This Information Protects You as Well as the Firm  
Cashing the Check

## Bath Police Department Sheriff's Department

Sponsored by the Bath Chamber of Commerce

Warning poster to checkpassers used in Bath, N.Y., showing identification form to be filled out by customer before checks are cashed.

The form is the same size as U.S. currency and may be kept in a cash register where it will be available if needed.

Sergeant Gilbert reports that the merchants of Ashland have enthusiastically accepted the introduction and intended use of this form.

In Bath, N.Y., prominently displayed in the city's business houses where fraudulent check transactions usually take place is the poster illustrated on this page.

With the tremendous monetary loss effected each year through the passing of bad checks, especially during the days around the yearend holidays, it is expected these devices—identification forms and poster—will prove to be excellent deterrents to those individuals with such ideas in mind.



# WANTED BY THE FBI

**WARREN E. MOULTRIE**, also known as **Herman E. Morris**, **Warren Moultrie**, **Warren Moultree**, **Warren Edward Moultrie**, **Edward Moultry**, **Warren Edward Moultry**, **Sam Spain**, "**Red**"

## Unlawful Flight To Avoid Confinement (Burglary)

Warren E. Moultrie, a veteran offender since 1935, is currently being sought by the FBI on the basis of a Federal warrant issued October 31, 1957, at Macon, Ga., for unlawful interstate flight to avoid confinement after conviction for the crime of burglary.

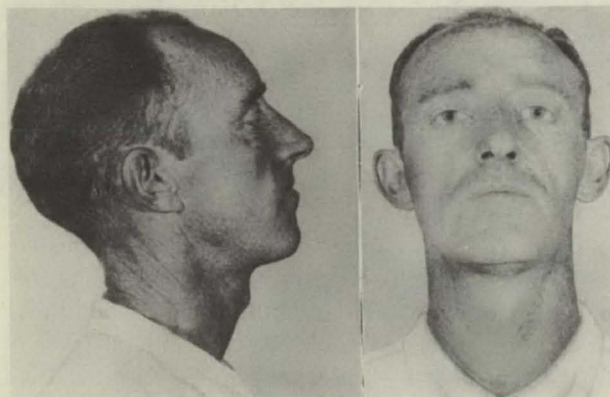
## The Crime

While serving a 10- to 20-year sentence for burglary, Moultrie cleverly escaped from the Colony Prison Farm Camp in Milledgeville, Ga., in October 1956.

## The Fugitive

At the early age of 19, Warren E. Moultrie began his life of crime. He was first arrested in 1935 and since then has had numerous arrests and convictions which include such charges as robbery, burglary, assault and battery, and violation of prohibition laws.

In October 1942, Moultrie escaped from Georgia State Prison at Reidsville where he was serving a term for a 1939 robbery conviction. He remained at large until his recapture in May 1943. After his latest escape, he has reportedly fled through the southern and western United States. While not incarcerated, Moultrie has been employed as a carpenter, glazier, and handyman.



Warren E. Moultrie.

Moultrie is described as follows:

Age-----	44, born November 29, 1916, Fulton County, Ga.
Height-----	5 feet 6 inches.
Weight-----	132 pounds.
Build-----	Medium.
Hair-----	Red, receding.
Eyes-----	Blue-gray.
Complexion-----	Ruddy, freckled.
Race-----	White.
Nationality-----	American.
Scars and marks-----	Pit scar over right eye, cut scar end of nose, scar right cheek, small scar lower lip, small scar left knee.
FBI Number-----	1,029,039.
Fingerprint classification-----	22 L 1 Tt 3 S 1 Ra Ref: T U U T T R

## Notify FBI

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



## ESCAPE TECHNIQUE

An escape technique to which all jailers should be particularly alert was used successfully in a mid-western city.

The subject, arrested for armed robbery, was confined to the county jail under \$10,000 bond to await court action. While there, he made the acquaintance of another inmate, eventually learning the man's full name, birth data, and home address. Once he had obtained this information, the subject called a bondsman and made arrangements for the release on bond of this other inmate, who had been confined on a lesser charge.

When the bondsman arrived, the subject answered the jailer's call for the other man, who was asleep at the time. Taken into court and using the other inmate's identity, the subject was able to make the \$300 bail set for the less serious crime. It was later discovered that the wrong man had been permitted to walk out, and he was recaptured only after an expensive, time-consuming interstate fugitive search. *Let from sac Newark Human Int. Stem 6-8-59*

**FBI LAW ENFORCEMENT BULLETIN**

U.S. GOVERNMENT PRINTING OFFICE: 1961 O-613488



## 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)

### FORMER ATHLETE NABS THIEF

A former professional soccer player from Frankfurt, Germany, and now a citizen of the United States, outran and nabbed a fur store burglar during the early morning hours of April 22, 1960.

In his car with a companion, he observed a man throw a tire rim through the front door window of the fur store, enter the store, and emerge with an armful of mink stoles, later valued at \$1,800.

The former athlete hurriedly left his car and gave chase on foot. He soon overtook the burglar

in a parking lot three blocks away and held him for the police.

In explaining his actions, the captor stated that his car had been broken into a few months before and his watch stolen. At that time, he explained, he vowed that if he ever saw anyone stealing, he would try to catch him.

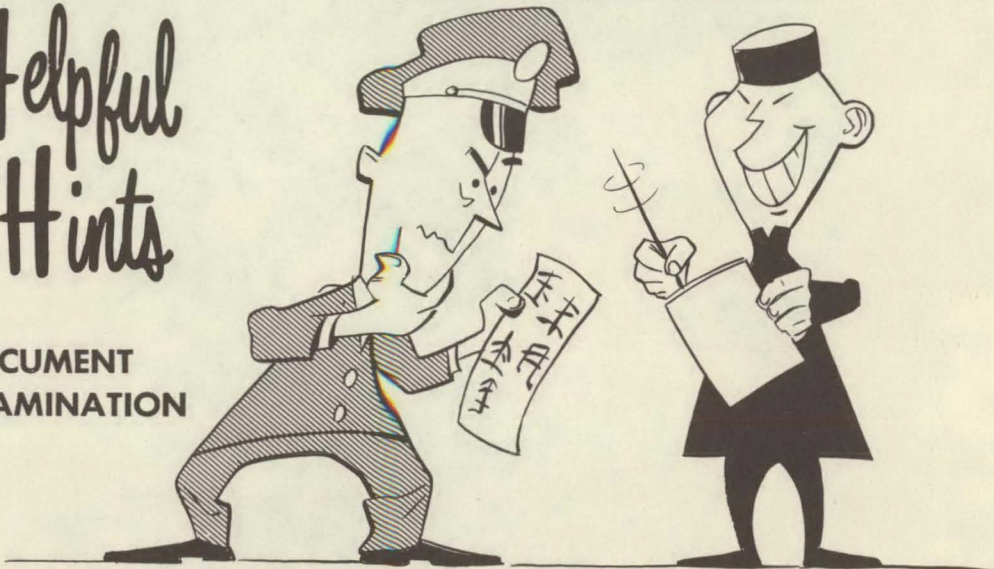
The police officer highly commended this new citizen for his quick thinking and courageous action in apprehending the fur thief.

*Cumdel Bufile 63-4296-11, ser-305*

*- SAC, Cleveland 4-25-60*

Helpful  
Hints

DOCUMENT  
EXAMINATION



IN ORDER TO MAKE DOCUMENT EXAMINATIONS, IT IS NECESSARY  
TO HAVE KNOWN STANDARDS COMPARABLE IN LETTERS, LETTER  
COMBINATIONS, AND WORDING.

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

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## *Questionable Pattern*



The questionable pattern above has the requirements for both an ulnar loop and a radial loop. Since the single delta found between the loops eliminates the possibility of classification as a double-loop-type whorl, this impression is arbitrarily given the preferred classification of a tented arch with reference to both ulnar and radial loops.