

FBI LAW ENFORCEMENT BULLETIN

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WASHINGTON, D.C.

No. 6

Federal Bureau Of Investigation
United States Department Of Justice
John Edgar Hoover, Director

The Federal Bureau of Investigation, United States Department of Justice, is charged with the duty of investigating violations of the laws of the United States and collecting evidence in cases in which the United States is or may be a party in interest.

The following list indicates some of the major violations over which the Bureau has investigative jurisdiction:-

Espionage, Sabotage, Violations of the Neutrality Act and similar matters related to Internal Security
National Motor Vehicle Theft Act
Interstate transportation of stolen property valued at \$5,000 or more
National Bankruptcy Act
Interstate flight to avoid prosecution or testifying in certain cases
White Slave Traffic Act
Impersonation of Government Officials
Larceny of Goods in Interstate Commerce
Killing or Assaulting Federal Officer
Cases involving transportation in interstate or foreign commerce of any persons who have been kidnaped
Extortion cases where mail is used to transmit threats of violence to persons or property; also cases where interstate commerce is an element and the means of communication is by telegram, telephone or other carrier
Theft, Embezzlement or Illegal Possession of Government Property
Antitrust Laws
Robbery of National Banks, insured banks of the Federal Deposit Insurance Corporation, Member Banks of the Federal Reserve System and Federal Loan and Savings Institutions
National Bank and Federal Reserve Act Violations, such as embezzlement, abstraction or misapplication of funds
Crimes on any kind of Government reservation, including Indian Reservations or in any Government building or other Government property
Neutrality violations, including the shipment of arms to friendly nations
Frauds against the Government
Crimes in connection with the Federal Penal and Correctional Institutions
Perjury, embezzlement, or bribery in connection with Federal Statutes or officials
Crimes on the high seas
Federal Anti-Racketeering Statute
The location of persons who are fugitives from justice by reason of violations of the Federal Laws over which the Bureau has jurisdiction, of escaped Federal prisoners, and parole and probation violators.

Servicemen's Dependents Allowance Act of 1942

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Law enforcement officials possessing information concerning violations over which the Bureau has investigative jurisdiction are requested to promptly forward the same to the Special Agent in Charge of the nearest field division of the Federal Bureau of Investigation, United States Department of Justice. The address of each field division of this Bureau appears on the inside back cover of this bulletin. Government Rate Collect telegrams or telephone calls will be accepted if information indicates that immediate action is necessary.

FBI
LAW ENFORCEMENT
BULLETIN

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The FBI Law Enforcement Bulletin is issued bimonthly to law enforcement agencies throughout the United States. Much of the data appearing herein is of a confidential nature and its circulation should be restricted to law enforcement officers; therefore, material contained in this Bulletin may not be reprinted without prior authorization by the Federal Bureau of Investigation.

The FBI LAW ENFORCEMENT BULLETIN is published by the Federal Bureau of Investigation, United States Department of Justice bimonthly. Its material is compiled for the assistance of all Law Enforcement Officials and is a current catalogue of continuous reference for the Law Enforcement Officers of the Nation.

**John Edgar Hoover, Director
Federal Bureau of Investigation
United States Department of Justice
Washington, D. C.**

I N T R O D U C T I O N

"JUSTICE DOUGLAS SPEAKS"

For the past twenty years, I have fought for certain clear-cut principles which I felt were absolutely necessary to progressive law enforcement. The principles I have fought for - which have been adopted by progressive law enforcement agencies and the FBI - are elementary.

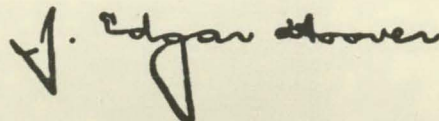
The very spokes of the wheel of progress in law enforcement are: careful selection of personnel; high educational requirements; thorough training of personnel; rigid discipline; promotions based on merit; freedom from the chains of political interference; detailed investigations; appreciation of evidence; protection of the innocent; complete elimination of any slight semblance of third degree tactics; unbiased testimony in courts of law and protection of civil liberties.

On the 28th day of October, 1944, Mr. Justice Douglas of the United States Supreme Court delivered an inspiring address to 76 graduates of the National Police Academy in Washington, D. C. He set forth in a clear manner the philosophy of progressive law enforcement and his expressions on this occasion will be applauded by efficient and progressive law enforcement administrators.

Mr. Justice Douglas pointed out that progressive law enforcement is based on common sense, education, justice and reason, and no longer depends upon the strong arms of bullies as so many thought at one time. He showed clearly that progress and not provincialism is the order of the day if we are to continue our forward march as a great profession.

Mr. Douglas' speech is being reprinted in this issue for the benefit of those who were not fortunate enough to hear it delivered, and I wish to commend it to the reading of every law enforcement officer in the United States with the hope that it will further the progress of our great and noble profession.

I also want to take this opportunity to express to all law enforcement officers my deep appreciation for the assistance they have rendered to the FBI during the past year in protecting our country's internal security. Christmas, 1944, will be sad for many Americans both here and abroad; but we still have so much to be thankful for when we think of the suffering and devastation in Europe and Asia. Let us give thanks to God for our military victories during 1944 and hope that 1945 brings continued success in battle and the decisive defeat of our enemies on all fronts. On behalf of the FBI let me extend to each of you best wishes and good fortune during the Holiday Season.

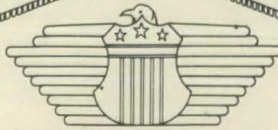
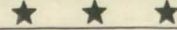


Director

FEDERAL BUREAU OF INVESTIGATION
UNITED STATES DEPARTMENT OF JUSTICE



John Edgar Hoover, Director



THE FBI PLEDGE FOR LAW ENFORCEMENT OFFICERS

HUMBLY RECOGNIZING THE RESPONSIBILITIES ENTRUSTED TO ME, I DO VOW THAT I SHALL ALWAYS CONSIDER THE HIGH CALLING OF LAW ENFORCEMENT TO BE AN HONORABLE PROFESSION, THE DUTIES OF WHICH ARE RECOGNIZED BY ME AS BOTH AN ART AND A SCIENCE. I RECOGNIZE FULLY MY RESPONSIBILITIES TO DEFEND THE RIGHT, TO PROTECT THE WEAK, TO AID THE DISTRESSED, AND TO UPHOLD THE LAW IN PUBLIC DUTY AND IN PRIVATE LIVING. I ACCEPT THE OBLIGATION IN CONNECTION WITH MY ASSIGNMENTS TO REPORT FACTS AND TO TESTIFY WITHOUT BIAS OR DISPLAY OF EMOTION, AND TO CONSIDER THE INFORMATION, COMING TO MY KNOWLEDGE BY VIRTUE OF MY POSITION, AS A SACRED TRUST, TO BE USED SOLELY FOR OFFICIAL PURPOSES. TO THE RESPONSIBILITIES ENTRUSTED TO ME OF SEEKING TO PREVENT CRIME, OF FINDING THE FACTS OF LAW VIOLATIONS AND OF APPREHENDING FUGITIVES AND CRIMINALS, I SHALL GIVE MY LOYAL AND FAITHFUL ATTENTION AND SHALL ALWAYS BE EQUALLY ALERT IN STRIVING TO ACQUIT THE INNOCENT AND TO CONVICT THE GUILTY. IN THE PERFORMANCE OF MY DUTIES AND ASSIGNMENTS, I SHALL NOT ENGAGE IN UNLAWFUL AND UNETHICAL PRACTICES BUT SHALL PERFORM THE FUNCTIONS OF MY OFFICE WITHOUT FEAR, WITHOUT FAVOR, AND WITHOUT PREJUDICE. AT NO TIME SHALL I DISCLOSE TO AN UNAUTHORIZED PERSON ANY FACT, TESTIMONY, OR INFORMATION IN ANY PENDING MATTER COMING TO MY OFFICIAL KNOWLEDGE WHICH MAY BE CALCULATED TO PREJUDICE THE MINDS OF EXISTING OR PROSPECTIVE JUDICIAL BODIES EITHER TO FAVOR OR TO DISFAVOR ANY PERSON OR ISSUE. WHILE OCCUPYING THE STATUS OF A LAW ENFORCEMENT OFFICER OR AT ANY OTHER TIME SUBSEQUENT THERETO, I SHALL NOT SEEK TO BENEFIT PERSONALLY BECAUSE OF MY KNOWLEDGE OF ANY CONFIDENTIAL MATTER WHICH HAS COME TO MY ATTENTION. I AM AWARE OF THE SERIOUS RESPONSIBILITIES OF MY OFFICE AND IN THE PERFORMANCE OF MY DUTIES I SHALL, AS A MINISTER, SEEK TO SUPPLY COMFORT, ADVICE AND AID TO THOSE WHO MAY BE IN NEED OF SUCH BENEFITS; AS A SOLDIER, I SHALL WAGE VIGOROUS WARFARE AGAINST THE ENEMIES OF MY COUNTRY, OF ITS LAWS, AND OF ITS PRINCIPLES; AND AS A PHYSICIAN, I SHALL SEEK TO ELIMINATE THE CRIMINAL PARASITE WHICH PREYS UPON OUR SOCIAL ORDER AND TO STRENGTHEN THE LAWFUL PROCESSES OF OUR BODY POLITIC. I SHALL STRIVE TO BE BOTH A TEACHER AND A PUPIL IN THE ART AND SCIENCE OF LAW ENFORCEMENT. AS A LAWYER, I SHALL ACQUIRE DUE KNOWLEDGE OF THE LAWS OF MY DOMAIN AND SEEK TO PRESERVE AND MAINTAIN THE MAJESTY AND DIGNITY OF THE LAW; AS A SCIENTIST IT WILL BE MY ENDEAVOR TO LEARN ALL PERTINENT TRUTH ABOUT ACCUSATIONS AND COMPLAINTS WHICH COME TO MY LAWFUL KNOWLEDGE; AS AN ARTIST, I SHALL SEEK TO USE MY SKILL FOR THE PURPOSE OF MAKING EACH ASSIGNMENT A MASTERPIECE; AS A NEIGHBOR, I SHALL BEAR AN ATTITUDE OF TRUE FRIENDSHIP AND COURTEOUS RESPECT TO ALL CITIZENS; AND AS AN OFFICER, I SHALL ALWAYS BE LOYAL TO MY DUTY, MY ORGANIZATION, AND MY COUNTRY. I WILL SUPPORT AND DEFEND THE CONSTITUTION OF THE UNITED STATES AGAINST ALL ENEMIES, FOREIGN AND DOMESTIC; I WILL BEAR TRUE FAITH AND ALLEGIANCE TO THE SAME, AND WILL CONSTANTLY STRIVE TO COOPERATE WITH AND PROMOTE COOPERATION BETWEEN ALL REGULARLY CONSTITUTED LAW ENFORCEMENT AGENCIES AND OFFICERS IN THE PERFORMANCE OF DUTIES OF MUTUAL INTEREST AND OBLIGATION.



ADDRESS*
of
The Honorable William O. Douglas
Associate Justice of the United States Supreme Court

It is fitting that we who are entrusted with the problems of law enforcement make an occasional appraisal of our achievements and take stock of our responsibilities. The great powers which the police, the prosecutors and the courts wield are powers held in trust for a free people. To the extent that we overlook or evade the responsibilities which go hand in hand with that power, we impair the liberties of the people.

Administration of justice is one of the most difficult and exacting tasks. Our forefathers knew what terrible price the citizen had to pay when law enforcement was in the hands of a tyrant - whether he was a petty tyrant of a village or a powerful tyrant of a kingdom. They also knew, as we know, that human beings are not infallible. The ends of justice are not always achieved though the motives of those who wield the power are uncontaminated. But the result is the same, so far as the victim is concerned, whether the purpose be innocent or venal.

It was to protect the individual from the great power of his government that certain safeguards were provided. Some areas of human conduct were put beyond the reach of the executive, the courts, or the legislature. Thus freedom of speech, freedom of the press, freedom of worship, were reserved against all encroachments. Moreover, those suspected or charged with crime were protected against coercive or oppressive practices. Legal procedures were evolved to give assurance of fair trials. And certain standards or prohibitions were written into the Constitution itself - such as the ban on involuntary confessions.

But that is not all. A separation of executive, legislative, and judicial power was provided. A system of checks and balances is indeed the very heart of our republican form of government. The police and the prosecutor represent the executive power; the courts, the judicial power. Each is an instrument of law enforcement. And while the functions of each are closely related, they are different one from the other.

*Mr. Justice Douglas delivered this splendid address to the graduates of the 26th and 27th Sessions of the FBI National Police Academy at Washington, D. C., on October 28, 1944. Also note page 1 of this issue, the Director's Introduction.

The function of the police is the prevention of crime and the maintenance of law and order. And when crimes have been committed it is the function of the police to ascertain the facts which underlie those crimes.

The function of the prosecutor is the exercise of a wise discretion in the selection of suspects who are to be haled before the tribunals of the law and the presentation to the courts of the evidence against them.

It is the function of the courts to administer equal justice under the law -- to the end that innocent people will be protected and exonerated and those guilty of even the most heinous crimes will receive fair trials.

That is elementary. But those boundary lines are important ones for us to remember. Down through the ages tyranny and oppression have invariably resulted when those functions have been blended.

Courts which are instruments of the prosecutor are Nazi courts. They do not apply the law; they merely reflect the whims or demands of one clique, or one party, or one man.

Police who take law administration into their own hands - who, for example, go in for a system of protective custody - emulate the Gestapo. They determine for themselves questions of innocence or guilt. They decide what sentence shall be imposed. They are instruments of terror, not of law.

None of us wants any of that in this land.

A clear-cut separation of these functions of government is one of the surest guarantees that the civil liberties of the people will be honored.

The Bill of Rights in our Federal Constitution and comparable provisions in the constitutions of the States were not written on clean slates. They were written while the tyranny and oppression of Europe were fresh in men's minds. They were carefully and painstakingly designed as safeguards against known evils and specific experiences. They were designed not as mere statements of an ideal but as principles for practical application. And the men who wrote them were not academic philosophers or long-haired theorists. They were hard-headed individuals - men who themselves had barely escaped the clutches of a tyrant and knew first-hand what protection the individual needed from government.

The standards of fairness and decency which the English speaking world evolved to protect the essential liberties of the people were summarized in the historic words - "due process of law."

You who are about to graduate from the Academy well know that "due process of law" is not merely reserved for high occasions. It is warp and woof of the rules of the game in which you are trained. It is the great

distinguishing mark of our civilization. It summarizes in a few words man's escape from the law of the jungle.

These civil rights of ours are not luxuries reserved for easy going days of peace. They are not suspended even by declaration of war. Their faithful observance in war and in peace is one assurance that a "police state" will never take root in this soil. The black chapters in the one hundred and fifty years of law enforcement in this country were due in large measure to a disregard of those constitutional guarantees.

You graduates of the Academy are returning to your homes to resume your law enforcement duties. You will be the leaders in that field in your communities. Like judges and prosecutors your office carries a public trusteeship. It is important that your community be protected against criminals. It is also important that the individual be protected against unlawful interference and against unjust accusation, arrest, or detention. It is important that the power of your office extend to the protection of unpopular minorities as well as to the dominant community group. If we are to keep our democratic ideals vigorous and strong, the civil liberties of the humblest citizen must be on a par with the civil liberties of the most prominent one.

The rack, the wheel, the thumbscrew, the hose, solitary confinement, have a long history. Through the ages they have left behind them broken bodies and shattered minds - of innocent and guilty alike. And more often than not they were applied to the humble citizen - he who was ignorant of legal procedures and had no friends or counsel to intercede. That is why those who fled Europe last year, as well as those who made their escape last century, brought with them memories of the terror of the police.

Those of us who have made law enforcement our profession can see to it that we do not acquire any such traditions here. We can guarantee for our generation that our agencies of law enforcement are the protectors not only of the property but also of the liberties of our people. We can see to it that civil rights are not merely reserved for those with a long purse and with a battery of counsel.

"Law and order" are not ends in themselves. They are but the conditions under which we may enjoy our homes and our other property. They are the conditions equally essential to the enjoyment of our civil liberties. Peace and quiet may follow if an obstreperous or unpopular minority is denied the right to assemble and to exercise its rights of free speech or of worship. But the deprivation of any minority of its civil liberties is a high price to pay for that peace and quiet. The suppression of one minority sets the pattern for the suppression of another. We can ill afford to start down the totalitarian path.

"Law and order," if they are not to be instruments of oppression, must be as much on the side of the minority as the majority. They must be available to the weak as well as to the strong. The Constitution was made as much for those who disagree with us as it was for those who put their

faith in the dominant economic, social, or religious creed of the day.

Yes, law enforcement is an exacting, delicate task. It involves great understanding of our traditions, real tolerance, and the exercise of a sound discretion. It takes courage and tact to stand between an aroused community and an unpopular minority or a suspected person. It takes true understanding and appreciation of our Bill of Rights faithfully to follow its precepts in day to day law enforcement. Part of your task when you return to your homes will be to teach your own communities by precept and example that our civil liberties are real only as they are practiced - that one cannot deny to his neighbor what he claims as his own constitutional prerogative.

Under our system of government the local law enforcement agencies occupy a dominant position. For years the problems of law enforcement were almost exclusively matters for the cities, counties, and states. But the growth of the interstate activities of gangsters, kidnapers, and the like, during the last decade necessitated the development of a federal agency which could adequately deal with those complicated problems of crime. For state lines had become a refuge for the criminal. A federal agency whose authority did not end at a state line was sorely needed to cope with those problems. The achievements of the Federal Bureau of Investigation in that field have been illustrious. The shadow of the kidnaper has been removed from their hearts. The gangster, in spite of his diabolical cunning and brazen technique, has been outwitted by a great combination of brains and courage.

But the fact remains that law enforcement is still largely a matter of local concern. Our national government is only a government of delegated powers. The powers not delegated to it are reserved to the states. Criminal law and criminal procedures (apart from certain constitutional guarantees) are for the most part matters of state law. Thus the average criminal trial raises no federal question with which the federal courts are concerned.

The wisdom of leaving the run of law enforcement to local authorities is manifest. These problems are intricate matters. They cannot be managed from Washington. Washington can never know the problems of your community and its personalities and its problems can come only from those who are part of the community itself. The outsider, no matter how good his intentions, will more often than not be no more effective than a carpet-bagger.

The stand which the Federal Bureau of Investigation took against establishment of a national police force was eminently sound, both practically and legally speaking.

I mention this matter to emphasize the importance of the role of the local agencies in law enforcement. You are in large measure the true guardians of the civil liberties of the people. The progress made in protecting those liberties will depend to a considerable extent on your fidelity

and courage.

Washington, however, has a major contribution to make to your program. You who are about to graduate from the Academy now appreciate, as a result of your course of study here, the high quality of that contribution. We would search a long while to find anything comparable to what the FBI has offered you. The doors of science have been unlocked. Brains as well as brawn have been put to work on these problems of law enforcement. If this great educational program continues to flourish, we will have revolutionary results in this country. If, at the same time, the example set by the FBI is followed and law enforcement becomes more and more a true profession, we will make great advances throughout the broad reaches of this land.

I have laid great stress on the civil rights of our people and the responsibilities on all of us to safeguard them. The transgressions in the past have been due in part to the ignorance of officers of the law of those responsibilities. The educational programs which you undertake on your return to your communities will be of inestimable aid in dispelling any such ignorance.

But the problem strikes even deeper. The use of the hose to exact confessions was often the lazy man's method for the solution of crime. The use of modern scientific methods, the application of brains rather than brawn are more difficult. They require professional training, technical competence, a high order of intelligence, and real character and integrity. They require, moreover, patience and perseverance, and hard and exacting work. They produce results more slowly. They may require higher budgets for police work. But the dividends which they pay are tremendous if we measure those dividends in terms of the values of our civilization. We cannot have our cake and eat it too.

Confessions or pleas of guilty obtained through protective custody or use of the hose may make an impressive statistical showing. But they have no place under our system of government. They create distrust of the law where there should be pride. They create fear where there should be confidence in government. They build reputations for law enforcement which are unworthy of our traditions.

I do not intend to draw a melancholy picture. The progressive elements in your profession have high standards worthy of the best American traditions. They accept "due process of law" as their ideal and seek conscientiously to measure up to it. We all make mistakes. But no just criticism can be made where the purpose is noble and the endeavor is high.

It may at times be true that if you hew to the line and indulge in none of the extravagant practices I have mentioned, cases which you prepare may not be as tight and conclusive as you desire. You may indeed see your hard work dissipated - by perjured testimony, by technicalities, by shyster practices. You will then have real heartaches and perhaps wonder if your standards were not too high. But do not worry. Blame for the defects in our legal procedure cannot rightly be placed on your shoulders. It is

not your task to convict. If you hew to the line, you will build yourselves reputations for public service of which you can ever be proud. You will render the profession of law enforcement a lasting service. If a crook temporarily escapes, the fault will rest on other shoulders. The community will be the ultimate judge. Fairness and decency will not fail to pay real dividends.

Just a word in summary:

There are centuries of history in the words "due process of law." It is a history which tells the long and painful story of the struggle of man to be free. It is a history which emphasizes the dignity and independence of the individual. It marks the restraints which the people have placed on their government so that they may not be crushed or oppressed by the very power which they created.

Our standards of decency and fairness in law enforcement are part of the product of that history. The quality and seriousness of the educational program on which you are launched provide one of the guarantees that that tradition will grow stronger and not be impaired. We must not forget that "due process of law" sets the only standard of law enforcement that is compatible with the democratic ideals for which we now wage war.

INTERESTING ITEM

On October 28, 1944, the 26th and 27th classes of the FBI National Academy received their graduation diplomas thus increasing to 968 the number of law enforcement officers trained in the FBI National Academy since its founding in 1935. It is estimated that through these graduates approximately 100,000 local policemen, sheriffs, and state police have received instruction in the latest developments and techniques in crime detection. The FBI National Academy staff includes a number of visiting lecturers all of whom are leading authorities in various law enforcement and educational institutions throughout the country.

"THE SUPREMACY OF LAW"
ADDRESS*
BY
DAVID A. SIMMONS, ESQ.
PRESIDENT OF THE AMERICAN BAR ASSOCIATION

As we stand here today the great world conflict which has absorbed all of our thoughts and energies these last four years is drawing to a close. When it is finished, another chapter will have been added in the eternal conflict between right against might, good against evil, justice against injustice, reason as opposed to force.

Our enemies proclaimed that the world was too small to contain, at the same time, our theory of government and theirs. They ridiculed democracies and governments based upon constitutional limitations and law. In other words, they believed in the philosophy of force rather than the philosophy of freewill and reason.

These philosophies, strangely enough, cannot be isolated beyond the seas, nor may one be wiped out and the other made secure by the victories of armies. Each person, consciously or unconsciously, believes in either a government of reason or a government of force, a government by consent or a government by violence. The problem is approached from the point of view of the governed or from that of the governors. The governed are looked upon as citizens, or as subjects, of government. The administrators of the law are either the servants of the people, or they are their masters. We believe that there should be fewer laws, so that people may develop their own personalities and act as they choose so long as they do not injure others, or we believe there should be more laws to regulate the thoughts and activities of all the people. People have rights, to be expanded and protected by the state, or they have only duties, to be assigned by and performed under the command of the state. We believe either that war is more important than peace and that those who go forth as conquerors shall have eternal fame, or that those who live by the sword shall die by the sword and that the pen is mightier than the sword. In short, we render unto God the things that are God's, remembering that He has given unto men the talent, buried in the earth though it may be by many, to understand and appreciate truth as opposed to error, justice rather than wrong, liberty in the place of chains, beauty instead of filth, love instead of hate or fear; or we fall down and render unto Caesar the things that are Caesar's, worshiping power, might and conquest, and forgetting the blood, the slaughter and the prostrate form of the republic which he and his kind have always trampled in the dust.

When the peoples of this earth grow mentally, they will recognize conquerors and their lesser prototypes for what they actually are: criminals driven by an unholy lust for power.

*This excellent address was delivered on the occasion of the Graduation Exercises of the 26th and 27th Sessions of the National Police Academy, Washington, D. C., on October 28, 1944.

No nation in the world and no class in any nation has a monopoly of virtue; the right to life, liberty and the pursuit of happiness is not the exclusive possession of any group. The assertion that one is a superior race and hence entitled to abolish minority rights in their own nation and impose political and economic bondage on their neighbors, as our enemies set out to do, is a pretension which the civilized mind will not allow. The delusion of grandeur may satisfy one's ego but convinces the neighbors that one is a mental case. "God's chosen people" are always self-chosen, and the validity of the choice is always denied by those beyond the pale. When any nation or group within a nation, by mental aberration, self-hypnotism, or mere covetousness, decides to exalt itself in power and possessions at the expense of the rights and property of others, it must be restrained, either by reason or by force. So, too, with the individual who manifests the same trait.

Men have long dreamed of a reign of law, national and international. With the spread of education to all peoples and with the encouragement of religion and philosophy, there was reason to hope that patient effort would so raise the ethics of mankind that the nations of the earth might dwell together in peace and harmony. Such a consummation presupposed, of course, just and equal laws, universal and uncontrolled education, enlightened religion, and a philosophy harmonizing man's relationship with his fellows and the universe.

These seemingly desirable objectives were the very ones in danger of destruction in this flaming world and were the particular anathema of those nations seeking to block the onward march of civilization and democracy. To them education was merely a means of propaganda; any religion teaching justice and the rights of the individual was to be rooted out; the only philosophy they recognized was that which magnified the aims and ethics of the elect and minimized and degraded all others.

Their conception of law was equally perverted. They rejected the idea of impartiality of law. They taught that law was the expression of the will of the class or nation which had won the victory and kept the governmental power in its hand. Law to all totalitarians is merely an instrument of the rulers and has nothing to do with the protection of rights. It is a convenient weapon used to wreak vengeance upon persons not attuned to those in power.

With us, however, the function of government is to protect certain inalienable rights and liberties of man. Our form of government is dedicated to the task of establishing justice, preserving order against both internal and external violence, and providing liberty not only for us but for generations yet unborn.

Under such a system as ours the citizen has a great responsibility. For one thing, he must use such knowledge and talents as he has to keep ever before his fellow citizens the lessons of history in order that we not be led astray by the false doctrines used by our enemies to lead their peoples over the brink of the precipice. He must take an interest in the

enactment of law, to see that justice is its aim and that the laws are applied equally and uniformly to all alike. He must carefully scrutinize laws purporting to be in the general welfare to see if that is really their purpose and if they are feasible. He must search out laws creating special privileges and, wherever found, see that they are abolished.

In other words, we must all join together to make our laws respectable. If we make them respectable and are vigilant to see that their enforcement is equal and conducted in a spirit of fairness, the laws will be respected. When the laws are respected, they will be obeyed. What national trait could we cultivate that would be finer than a spirit of willing obedience to law?

That quotation recalls to mind the immortal line in the first constitution of Massachusetts which so truly reflects the contribution of America to the science of government. It was, that constitutions are written to preserve the rights of the people and to limit the powers of those that govern "in order that ours shall be a government of laws and not of men."

When the Constitution of the United States was written in 1787 it did not establish a government of personal power, but one based upon the supremacy of law. This was accomplished by the division of the powers of government into three separate compartments, the legislative, executive and judicial. The inclusion of the judiciary as an equal department in government was a decided innovation, but the colonies had known the tyranny of King and Parliament and, as you recall, the Declaration of Independence has specified twenty-seven separate grievances, eighteen against the King as executive, and nine against the Parliament.

One hundred and fifty-seven years have passed since the signing of the Constitution. In spite of civil conflicts at home and foreign wars abroad, the form of government there established has continued with only relative changes from the original pattern. Our nation has become the wealthiest and most powerful in the world. The purposes of the founders of our nation have found fulfillment: the perfect union they sought was formed, justice has been established, domestic tranquillity is usually insured although our record for law and order leaves much to be desired, the common defense has been provided, the general welfare has undoubtedly been promoted, and the blessings of liberty have been secured to us as the posterity of those who have gone before.

The twenty-one amendments to the Constitution have not materially changed the fundamental machinery set up in the beginning. I would not have you believe, however, that I do not recognize a fundamental change in our government not brought about by constitutional amendment. In actual practice the federal government has long since ceased to be one of limited powers, as that term was understood in the beginning, and the balance between the three departments has not always been maintained. Bureaucracy, so-called, a form unknown to the founders, has become an overwhelming fact in our government. This is neither the time nor place to debate whether

that trend is good or bad, or just what will be the ultimate effect on our form of government. However, among the causes contributing to the great growth of bureaucracy in the last forty years is one which should be of particular interest to this group.

When our federal government was set up, it was supposed to be one of extremely limited powers. Its powers were important, but as little regulation of the citizens individually was contemplated, no federal police department was established. The appointment of United States marshals was authorized, and it may have been thought that their jurisdiction would be increased from time to time as regulatory laws were passed by Congress, but for some reason that did not work out. The marshals, although important officials, largely became process servers and disbursing officers for the federal courts.

In the several states, on the other hand, the legislatures have passed general laws relating to homicide, public health, security of property, and many other subjects; on the executive side the state has a department of state police, or, in most states, a sheriff's department charged with the investigation of all offenses against the state laws and with the responsibility of arresting and bringing before the court the alleged offenders.

In the cities the legislative power is exercised by boards of aldermen or commissioners, who pass ordinances relating, in general, to minor activities in the same fields of human activity as those dealt with by the state legislatures. Without exception, the cities have police departments to maintain order, to make general investigations of violations of city ordinances and, within their territorial limits, to enforce all the laws, either city or state.

But, as I said before, up until this time no department of federal police has been created charged with the responsibility of general and uniform enforcement of all the federal laws. The Congress, as it entered each new field of regulation, instead of referring the enforcement thereof to a general federal police department, set up new agencies, many of them having powers of investigation and arrest. To mention a few, we have the investigators and patrol of the Bureau of Customs to detect and prevent smuggling and frauds upon the customs laws; the Post Office Inspectors to prevent lotteries and the use of the mails to defraud, as well as the mailing of obscene and prohibited matter; the Immigration Service to prevent the illegal entry of unwanted foreigners; the Narcotic Inspectors for the enforcement of the Harrison Narcotic Act and the Marijuana Act of a later date; the Secret Service to protect the President and to prevent counterfeiting of coin and currency; other police for the national parks and public domain; and finally, a multitude of inspectors and investigators for a long list of agencies dealing with everything from boilers on ships or trains to bugs coming over the border.

In 1908 the inadequacies of the federal police system caused the then Attorney General to establish the Federal Bureau of Investigation

in the Department of Justice. Working directly under the supervision of the Attorney General and in connection with the District Attorneys throughout the nation, this Bureau has had its responsibilities and jurisdiction enlarged until now it is the central police agency of the government, charged with general enforcement of all federal laws which have not been specifically allocated to some other police or investigating unit.

A few of its activities include investigation of violations of the anti-trust law, bankruptcy frauds, crimes on the high seas, extortion, anti-racketeering laws, kidnaping, inter-state theft of motor vehicles, peonage, the Mann Act, sabotage, espionage, and many other statutes. Not the least of the functions of the Federal Bureau of Investigation are the maintenance of a clearing house of fingerprint identification for the police of the entire country, furnishing expert testimony through its technical laboratory, its system of uniform crime reporting, and the National Academy, in which you men have been trained for the past several months to become instructors and executives in your own police department.

You do not need me to tell you that it is no easy matter to cope with crime. Law has set up numerous agencies, local, state, and national, to that end, all of which must act together intelligently and faithfully if crime is to be suppressed. As I like to be specific, with your permission I shall briefly relate the steps and the agencies which constitute the links in the chain of administering criminal justice:

(1) After the crime is committed, if the guilty person does not surrender and confess, he must be found and arrested, and all the facts must be adduced to show the guilt or innocence of the various persons involved. Being the first, this is the most important step in criminal law enforcement, for without it the guilty person escapes, having been neither punished nor reformed.

(2) There must be a prosecutor who is competent, courageous and resourceful.

(3) There must be judges with experience and a sense of social responsibility, fearless in the discharge of their duties, who know when and to whom to extend leniency consistent with the ends of justice.

(4) We must have citizens who realize their responsibility as jurors.

(5) There must be simple and effective judicial procedure which protects the innocent but does not provide the guilty with technicalities to hide behind. Real progress has been made in this field in recent years. At this moment a distinguished committee is completing the task of revising the rules of criminal procedure for the federal courts.

(6) There must be adequate prisons and reformatories for the various types of criminals.

(7) There must be a fair and efficient administration of the probation and parole laws.

(8) Where the law has miscarried, or where conditions have made it appropriate, there should be a wise exercise of the pardoning power.

These steps are all in the field of criminal procedure. Their

adequacy or inadequacy depends upon the attitude of the citizens. It is an old saying that we get the type of government we deserve. Good government requires constant vigilance on the part of all concerned.

I am an optimist. In spite of the fact that today half the world is in ruins, and although we are witnessing the greatest destruction of life and property the world has ever seen, I still believe that with us, at least, civilization is progressing.

There are, however, certain traits in some of our citizens which, if they continue, will certainly weaken, and may destroy, representative democracy. Among these are:

1. INDOLENCE, a disinclination to take the time to participate actively in the proper functioning of a representative government. Next week less than one-half of the qualified voters will take the time and trouble to go to the polls to participate in the election of our officials, the most important single function of citizenship.

2. LAWLESSNESS, abetted and encouraged by the partial failure to enforce the basic rules of law and order. I need not elaborate that point with you. That is your life work, and your study here will help you show both your co-workers and your citizens at home the importance of fair and uniform enforcement of the law.

3. CORRUPTION in public office, particularly as it manifests itself in the bossism of political machines in certain of the larger cities where crime and vice are linked to local politics. One thing you have undoubtedly learned here is that the efficiency and high standing of the FBI are due, in large part, to the fact that its directing heads have rigorously eliminated politics, both in the selection of personnel and in the functioning of the Bureau. If every police department in the country followed the practice of the FBI, selecting its personnel strictly on a merit basis, absolutely prohibiting illegal or unethical tactics in law enforcement, and thoroughly investigating and reporting all facts whether they tended to show guilt or innocence of the accused, local corruption in law enforcement would soon be a thing of the past.

4. CLASSISM, by which people seek to divide us into groups based on color, race, religion or economic condition, and then advocate governmental favors for some at the expense of others.

5. CYNICISM, which sneers at the spiritual values which have made our country great.

These traits and attitudes must be rooted out, and in their place we must cultivate the one urged by Lincoln in his Lyceum address in Springfield:

"Let every American, every lover of liberty everywhere, swear to posterity never to violate in the least particular the

laws of his country, and never to tolerate their violation by others. As the patriots of seventy-six did to the support of the Declaration of Independence, so to the support of the Constitution and laws let every American pledge his life, his property, and his sacred honor - let every man remember that to violate the law is to trample on the blood of his father and to tear the charter of his own and his children's liberty. Let reverence for the laws be breathed by every American mother to the lisping babe that prattles on her lap; let it be taught in schools, in seminaries, and in colleges; let it be written in primers, spelling books, and in almanacs; let it be preached from the pulpit, proclaimed in legislative halls, and enforced in courts of justice. And, in short, let it become the political religion of the nation; and let the old and young, the rich and the poor, the grave and the gay of all sexes and tongues and colors and conditions, sacrifice unceasingly upon its altars. Whenever such a state of feeling as this shall universally, or even very generally, prevail throughout the nation, vain will be every effort, and fruitless every attempt, to subvert our national freedom."

We have the greatest nation in the world, the best labor, the best management, the best inventors and scientists, the greatest production, the highest standard of living, the most liberty, and the finest administration of justice. We know the form of government under which these gains were made. Let us be sure that we preserve both the form and the spirit of that government. Then may we look with assurance down the corridors of Time and know that our nation in the days to come will have not only material magnificence beyond our conception, but a people worthy of the sacrifices of their ancestors and a government based upon reason and true to the ancient American ideal of liberty under law. Then may we say with Rousseau, "These wonders are the work of law. It is to law alone that men owe justice and liberty."

STEUBENVILLE POLICE DEPARTMENT
CURBS JUVENILE DELINQUENCY

On June 1, 1944, Arthur H. Mellott, graduate of the FBI National Academy and a patrolman of the Steubenville, Ohio, Police Department, began his new duties under the direction of Mayor George Floto on a special assignment to control and prevent juvenile delinquency in that city. Officer Mellott, when given the assignment, was instructed to spend his full time in controlling juvenile delinquency and take whatever steps he deemed necessary to assist him in this work.

Since that time Officer Mellott has worked from about 7:00 P.M. each evening until 2:00 A.M. the following morning. During these hours he visits the local night clubs, poolrooms, confectioneries and bus terminals to see that juveniles are not violating the city curfew ordinance and that they are not being sold intoxicants or getting themselves involved in other forms of mischief. When juveniles are found to be violating the curfew ordinance the officer orders them home and the following day he contacts the parents and tries to control the juveniles through them.

At the present time this officer is engaged in preparing a room to be used as a juvenile reception center made available by the city in the City Hall Annex Building which is apart from the City Hall and Police Station. This room is being furnished through voluntary contributions on the part of various individuals and organizations and will be used by the officer in handling all matters pertaining to juvenile delinquency in the City of Steubenville. This room will also be used to interview juveniles and the parents.

During the month of June, 1944, Officer Mellott reported that he handled a total of 66 juveniles for various offenses ranging from violations of the curfew ordinance to bastardy. This number includes 60 boys and 6 girls and fifty per cent of the cases were juveniles 17 years of age. From July 1 to July 27, 1944, he handled a total of 73 juveniles.

Much public support of this work has been secured as a result of the appearances of Mellott before various civic groups at which time he has spoken on the topic of juvenile delinquency.



POSTWAR PLANNING
OF POLICE EXECUTIVES
BY
CHIEF WALTER F. ANDERSON*

Many police executives have devoted much thought to the vast problems which will confront law enforcement in the Postwar Period. Some police executives have committed to writing their own personal convictions, and it is the writer's personal belief that now is an excellent time for all of us to survey our needs and design a blueprint of our plans for the hectic days ahead.

Law enforcement has, through sweat and blood, and the death of many of our brothers, become a profession in the finest sense of the word. We must, therefore, endeavor in a businesslike manner to make our plans if we are to continue to maintain the respect of our fellow men in other chosen professions and be accepted into full fellowship by them.

One has only to read current publications to find that in the various fields of endeavor in industry, in engineering, in other professions and in all types of work, elaborate postwar plans are being made in an effort to continue the progress of the particular business or profession, so that it might continue to serve those upon whom its very existence depends.

We in law enforcement today have open to us the greatest opportunity for service to our fellow man in the history of our great profession. The responsibility of preparedness has literally been thrust upon our shoulders, and when the time comes, we must be fully prepared and able to render the service expected of us by the citizenry.

Looking back into history, we find the police of the United States faced with many difficult problems following World War I with no blueprint or plan available to meet those problems. WE CANNOT, WE MUST NOT AND WE WILL NOT PERMIT THIS TO HAPPEN AGAIN! The people of this nation realize the responsibility which each man and woman must assume after the war, and they realize that they must build a new foundation for our country's citizens of tomorrow. They realize that the home must be reestablished; that the church must be awakened to its dominant position in our life; and that local government, of which we are a part, must help to reaffirm the faith of our people in our Federal Government.

*President, FBI National Police Academy Associates, and Chief of Police, Charlotte, North Carolina.

OUR OWN MEN IN SERVICE: Law enforcement's first obligation, in its selection of personnel, is to the members of our own respective departments who are now serving on the far-flung battlefields of our land. What these men have seen and what they have been through will by all the laws of nature change their outlook upon life. THEY MUST BE RETRAINED AND REFITTED FOR DUTY. They have undergone many changes since they left us, and their many and varied experiences will require a readjustment. It is our task to help these men readjust themselves and prepare themselves to meet the problems of law enforcement.

RECRUITING NEW PERSONNEL: It is to be expected that the military service will offer us many well-trained men, trained in the matter of discipline, trained to think in emergencies, trained to think under fire, trained from a physical standpoint and trained to refit themselves to the problems of civilian life. We must establish standards of procedure in the selection of men in order that our ranks will be augmented by the very best men available from the standpoint of character, education, intelligence, moral conduct, courage, initiative, alertness, poise, physical fitness and the highest conception of duty and public service. CAREFUL SELECTION IN THE RECRUITING OF NEW PERSONNEL WILL BE OF TREMENDOUS ASSISTANCE IN RETAINING THE HIGH STANDARDS OF LAW ENFORCEMENT AND RAISING THE STANDARDS OF OUR INDIVIDUAL DEPARTMENTS TO A LEVEL OF THE MOST COMPETENT AND EFFICIENT SERVICE TO OUR PEOPLE.

POLICE TRAINING: In the field of training we are most fortunate. The dream of Director John Edgar Hoover of the Federal Bureau of Investigation has already come true. His dream dates back to 1935 when he established the FBI National Police Academy, and since that time he has trained nearly one thousand police officials and officers as instructors, and has sent them back to their respective communities with the request and hope that they would furnish to their fellow officers the same type of modern police instruction which they received during their course of study at the FBI in Washington. In addition to this, the Federal Bureau of Investigation has held specialized schools and police conferences with and for the police of the nation for the past several years.

AT THE PRESENT TIME 240 POLICE INSTRUCTORS ARE BEING TRAINED BY THE FBI EACH YEAR, THROUGH THE NPA, AND EVERY LAW ENFORCEMENT AGENCY IN THE LAND IS PRIVILEGED TO SEND A MEMBER OF ITS OWN ORGANIZATION TO THE FBI NATIONAL POLICE ACADEMY, WHERE THEY WILL BE TRAINED WITHOUT COST TO THE DEPARTMENT. APPLICATIONS SHOULD BE MADE TO DIRECTOR JOHN EDGAR HOOVER, FEDERAL BUREAU OF INVESTIGATION, WASHINGTON, D. C.

We in law enforcement work realize the value of having our men trained by competent law enforcement officers who themselves have had actual police experience or who have had specialized experience in the subject which they are teaching. NOW IS THE TIME FOR THE VARIOUS POLICE DEPARTMENTS THROUGHOUT THE NATION TO PLAN TRAINING SCHOOLS AND SELECT INSTRUCTORS AS WELL AS THE SUBJECT EACH INSTRUCTOR IS TO TEACH. Our training must be practical. It must be thorough. It can be made quite interesting, and it should be of the type where attendance is voluntary with no tardiness to classes

tolerated. When it meets this standard, it is the kind of training that will prove exceedingly helpful to the personnel and to the department as a whole.

SALARY AND PENSION: If we are to secure the type of personnel that will assist in raising the standards of service in our respective departments, we must be able to pay a salary large enough to interest and attract the kind of young men which we outlined in our recruiting program. Many communities have raised the wage scale of their law enforcement officers during the past two years; but many communities have not raised the pay of their law enforcement personnel and are still endeavoring to maintain an efficient department with competent personnel on what we might term a "shoestring," giving the officials and officers only a bare living. This is a grave mistake and must be corrected.

Along with good pay should go a good sound pension system in order that an officer, after he has given the best part of his life in the service of his community, can retire in respect and decency after he has reached old age, and not have to become a ward of charity; or in the event of total or permanent injury, the officer can be taken care of without the support of public welfare. When our men know that they are secure in their positions and that regardless of their hazardous duties, they can depend upon their department and their community to see that neither they nor their families will suffer in the event of mishap, they can and they will do a better job. THE FEELING OF SECURITY OF ONE'S SELF AND ONE'S FAMILY THROUGH MIDDLE LIFE AND OLD AGE IS ONE OF THE GREATEST FACTORS INVOLVED IN THE INCENTIVE TO DO A GOOD JOB.

POLICE EQUIPMENT: Most of us have gone along with our prewar equipment and such replacements as we could obtain during the past three years without so much as a grumble. We felt it our patriotic duty to do everything in our power to preserve our equipment and make it last as long as possible. It is still impossible to obtain new equipment, but now that the war with Germany seems to be drawing gradually to a close, the time is ripe now to make a complete survey of our needs for the POSTWAR PERIOD. We should catalog these needs and let the city fathers know what is needed in the way of equipment and man power.

Our state governments might well make a survey of the needs of each law enforcement agency, and then petition the Federal Government for such excess equipment as the War and Navy Departments might have on hand as surplus that could be used by state, county and municipal law enforcement agencies.

The return for trial of fugitives is a responsibility of the government of each state. And the Federal Government, I personally feel could allot each state at least two airplanes for the return of fugitives. We could use rifles, machine guns, revolvers, steel helmets, radio equipment, photographic equipment, flashlights, motorcycles, jeeps, automobiles, ambulances, trucks, buses, gas masks, ammunition and many other items used by the Army and Navy which would make us the FIRST LINE OF DEFENSE on the homefront, adequately equipped for any emergency. We should and we can have first call on this equipment if we act expeditiously and now.

CIVIL DISTURBANCES: There is much talk today about civil disturbances at the culmination of this war. Thoroughly trained and well-equipped departments would prove the greatest insurance policy for our citizens against such disturbances, and what greater deterrent would be needed for those who would form a mob or cause racial difficulty than for the hoodlums to know the force and effect of the law enforcement department's equipment and manpower?

We must have a good coordinated plan of attack for all of our agencies in each of our respective communities. This plan should embrace the state, county, municipal and local reserves. The plan should clearly outline the duties as well as the territory for which each agency will assume responsibility during the activity. It must also provide for a good mobile striking force which could be sent into the area in which there is difficulty. Each member of each agency should be thoroughly familiar with his duties during the activity as well as his responsibility following such activity.

TRAFFIC: Not one of us has the slightest shadow of doubt but that there will be a tremendous increase in traffic following this war. Let us make plans for our Traffic Bureaus and Highway Safety programs and make our surveys now for new orders which will suffice to carry the traffic through our cities. All of those things which we have discussed and planned during the first period of this war should now be blueprinted so they can be put into force and actual operation as soon as the last period of the war will permit. The personnel can be trained, the surveys made, safety precautions cataloged and the full program made ready for attack before serious consequences arise in the traffic field. AFTER ALL OUR PLANS ARE MADE WE CAN STAND BY FOR THE RED LIGHT OF WAR, BUT AS SOON AS THE CEASE FIRING ORDER COMES THROUGH AND WE HAVE THE GREEN LIGHT, LET US BE READY TO GO.

CRIME PREVENTION: Eradicating crime at its source has always been the great objective in law enforcement work. Crime prevention activities resolve themselves into two types; namely, one which operates from the individual directly, and the other which seeks to improve the general conditions which contribute to crime.

We must assume active leadership in the crime prevention problem. Those of us who have made any study at all of delinquency know too well that this subject is too complex to be dealt with by a single method or by a single agency. We know that any plan of social treatment requires the full cooperation of home, church, school, social agencies and all types of governmental agencies. Many of us feel that we can enlist these combined forces into one great cooperative, coordinated, efficient and smooth working agency to prevent crime in our respective communities. The Federal Bureau of Investigation has made a thorough study in this field, and practically four weeks of time is now devoted to training in the field of crime prevention in the curriculum of the FBI National Police Academy. YOUR POSTWAR PLANS SHOULD INCLUDE A GOOD CRIME PREVENTION BUREAU.

PROSTITUTION: Prostitution and vice have been dealt a severe blow by the police of this nation during this war. We cannot afford to, and we must not

allow ourselves to let up one iota in the period following the war in our relentless fight to curb prostitution and vice. Our fight has brought health to our people, and by continuing to carry out a well-planned program in the Postwar Period, we can be of even greater assistance in building a strong and healthy populace. It is of paramount importance that law enforcement agencies assume the leadership in this problem and keep hammering continually until all profit to all people is removed and commercial vice has disappeared. THIS HAS LONG BEEN A CONTROVERSIAL ISSUE, BUT IF WE ARE TO CONTINUE TO PROGRESS AS A PROFESSION, WE MUST CONTINUE TO FIGHT WITH EVERY OUNCE OF OUR ENERGY TO TAKE THE PROFIT OUT OF PROSTITUTION, CORRUPTION AND VICE AND SEE THAT ALL WHO ARE GUILTY ARE PLACED IN PENITENTIARIES WHERE THEY BELONG.

NATIONAL STOLEN PROPERTY FILE: The mobility of our people and the rapid mode of transportation used today require law enforcement agencies throughout the country to make greater use of the National Stolen Property File maintained by the Federal Bureau of Investigation in Washington, D. C. Any article stolen which is identifiable should be recorded in that file. It may eventually be located in another state and returned to you provided you have notified the FBI of the loss, and furnished that organization with a complete description of the article stolen. Many of our police departments throughout the land are now taking advantage of this service, yet there are numerous others who have never recorded a single loss of an article. BY ALL MEANS, THE USE OF THIS FILE SHOULD BE INCLUDED IN YOUR POSTWAR PLANS.

CRIME LABORATORY: In making our plans for the Postwar Period we should keep in mind the services which are available in the FBI's Crime Laboratory at all times. These services are rendered, free of any cost, to law enforcement agencies by the FBI. The services of the Laboratory include the examination of firearms evidence, bloodstains, toxicological specimens, hairs and fibers, soil specimens, tool marks, as well as spectrographic, handwriting, and fraudulent check examinations, typewriting identifications, paper analyses, and many other examinations connected with criminal evidence. BY ALL MEANS, USE THIS SERVICE AS THE TECHNICAL EXPERTS OF THE FBI'S LABORATORY ARE ANXIOUS TO RENDER EVERY SERVICE POSSIBLE TO LOCAL LAW ENFORCEMENT AGENCIES.

NATIONAL FRAUDULENT CHECK FILE: The Federal Bureau of Investigation maintains as a service to local law enforcement agencies the National Fraudulent Check File. This is our clearing house for bad checks just as the Stolen Property File is our clearing house for stolen property. MAKE A PLACE IN YOUR POSTWAR PLANS FOR THIS SERVICE AND COOPERATE WITH OTHER LAW ENFORCEMENT AGENCIES BY UTILIZING THIS SERVICE WHENEVER A CHECK FLASHER APPEARS IN YOUR COMMUNITY.

APPLYING POLICE METHODS IN THE SOUTH PACIFIC AREA*

The training of the FBI has come in quite handy for one of the graduates of a military school operated by the FBI some time ago.

Somewhere in the Pacific - (Delayed) - A graduate of the Military Officers' Training course conducted by the Federal Bureau of Investigation in January and February, 1941, Major Lewis N. S. Samuelson, Provost Marshal of this Marine Corps unit, has had many opportunities to put to use knowledge gained during that period.

Recently, he was faced with the problem of identifying a service pistol from which the number had been filed. Recalling that this was a matter on which he had received instruction during lectures at the Bureau, Major Samuelson referred to his notes for details of the method he had learned in the FBI. He ascertained from his notes that the ingredients necessary were not available in the area, so he tried another chemical which was at hand and after about two hours, the number became clear enough to be read. The Major has been responsible for all security and criminal investigations in his unit since completion of the course at the Bureau.

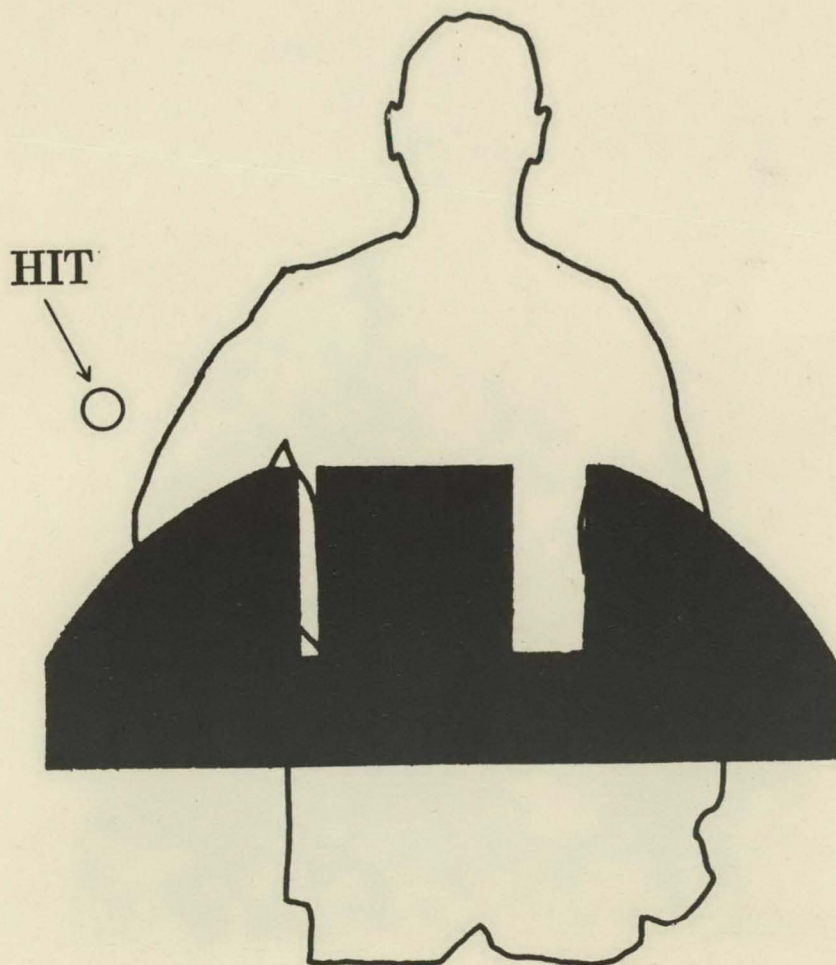
Major Samuelson was born in Brooklyn, where he still makes his home. He attended school in Cheltenham, England, and on his return to the States worked in the Public Relations Department of the Brooklyn Edison Company. Since joining the Marine Corps, the Major has served at San Diego, California, in New Zealand, and at Tarawa, before taking up his duties at his new post. His staff includes a number of men who were trained investigators in civilian life. The Major has coached them carefully in turning their experience to fit military needs.



MAJOR SAMUELSON AT HIS DESK IN SOUTH PACIFIC WAR AREA

*The above story was written by Technical Sergeant Fred Feldkamp, Hollywood, California, a Marine Corps Combat Correspondent.

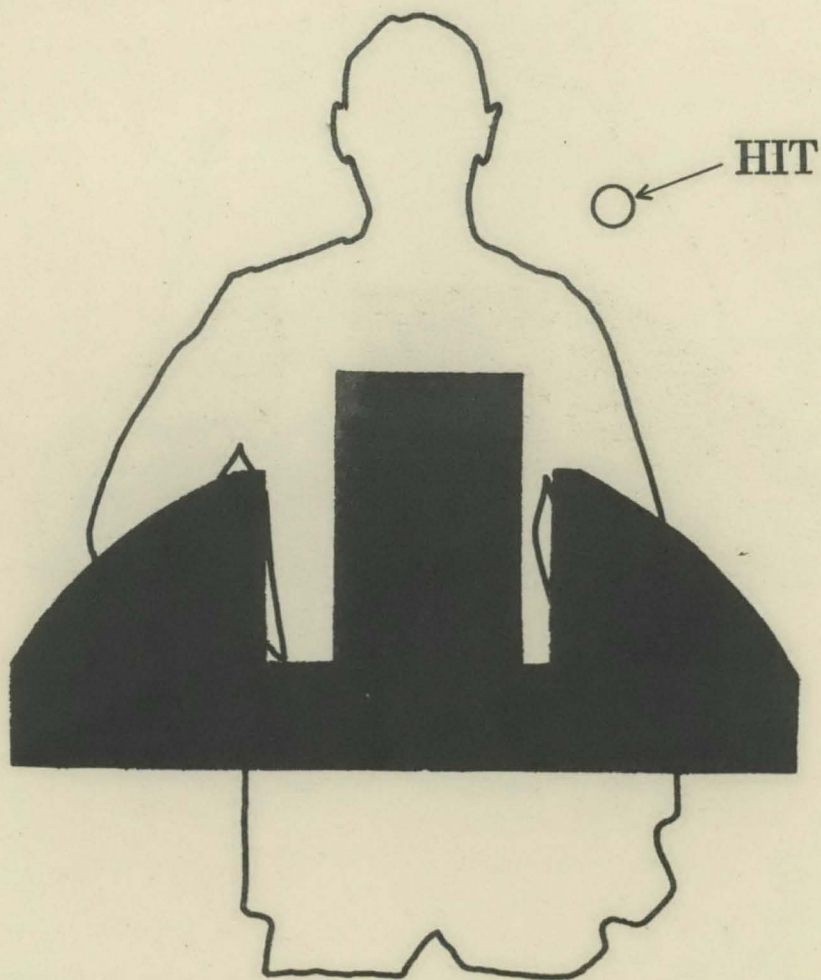
SIGHT ALIGNMENT CHART NO. 4*



TOP OF FRONT SIGHT LEVEL WITH TOP OF REAR, TOO MUCH LIGHT
ON RIGHT SIDE OF FRONT SIGHT IN REAR SIGHT NOTCH.
SHOT TO LEFT, 9 O'CLOCK.

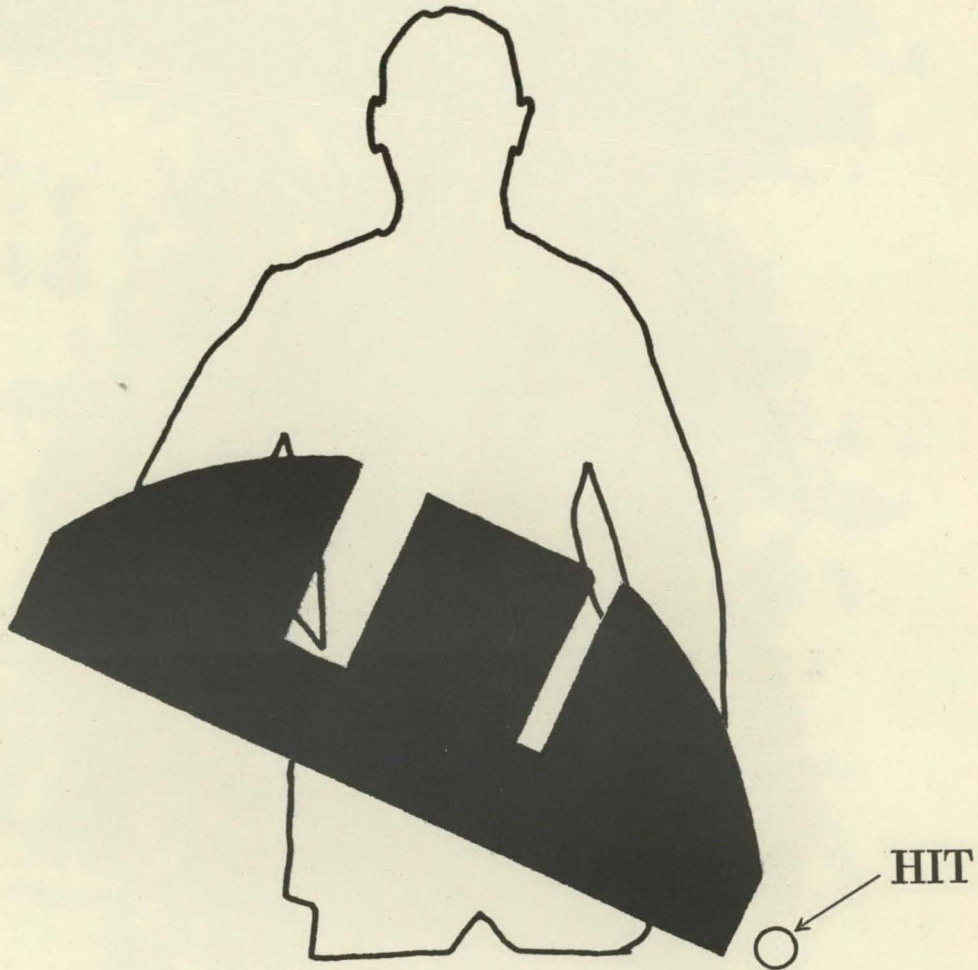
*Previous Sight Alignment Charts Nos. 1, 2, and 3 were printed in the September-October 1944, issue of this Bulletin. There also appeared charts showing the various parts of the .38 Caliber Colt Automatic Pistol, the .45 Caliber Thompson Sub-machine Gun, the Remington Model 81 Rifle, the Remington Model 31 Pump Gun, and the .38 Caliber "Official Police" Colt Revolver in the January-February and March-April 1944, issues of this Bulletin.

SIGHT ALIGNMENT CHART NO. 5



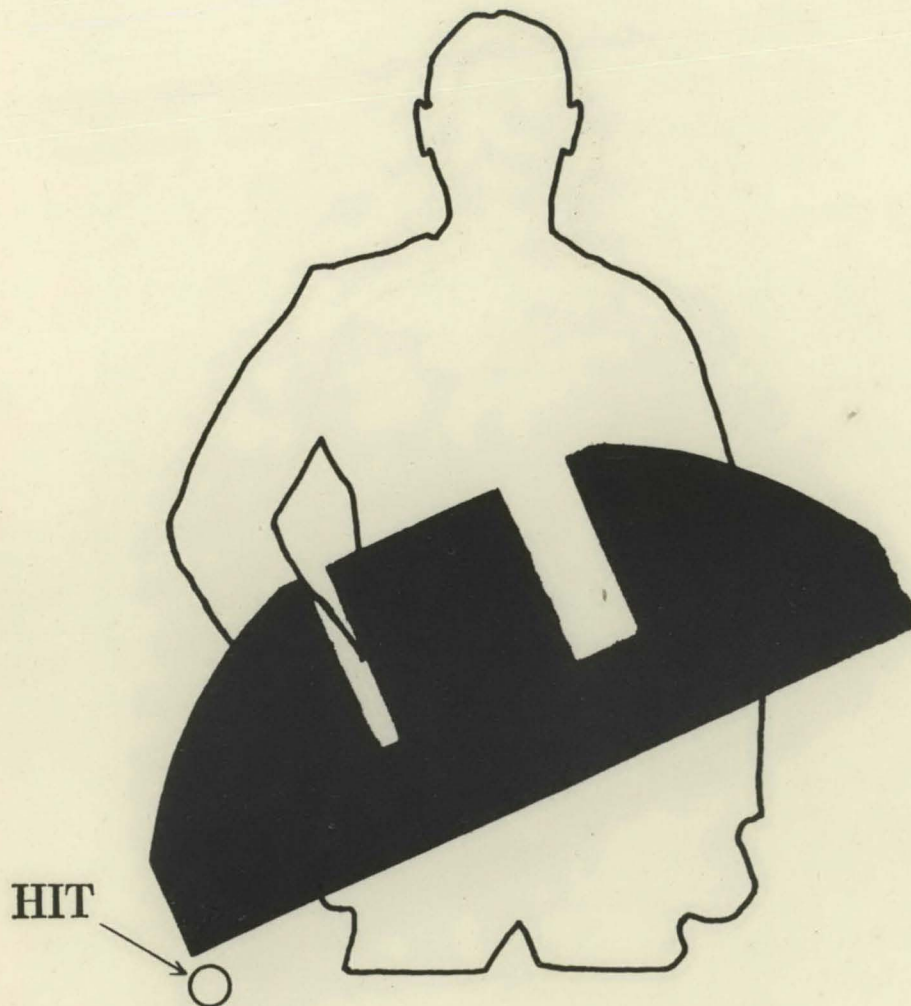
TOP OF FRONT SIGHT HIGHER THAN TOP OF REAR, TOO MUCH
LIGHT ON LEFT SIDE OF FRONT SIGHT IN REAR
SIGHT NOTCH. SHOT HIGH AND RIGHT.

SIGHT ALIGNMENT CHART NO. 6

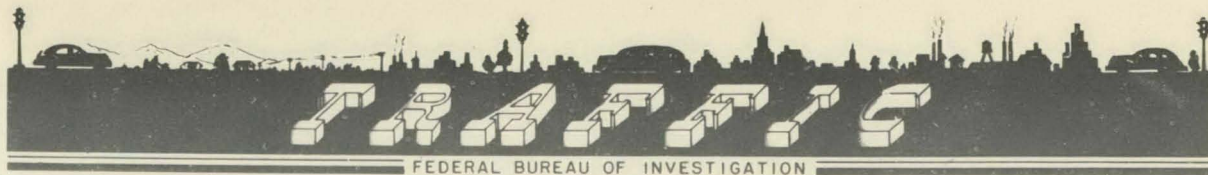


TOP OF FRONT SIGHT LEVEL WITH TOP OF REAR, TOO MUCH LIGHT
ON LEFT SIDE OF FRONT SIGHT IN REAR SIGHT NOTCH.
REVOLVER "CANTED", SHOT LOW AND RIGHT.

SIGHT ALIGNMENT CHART NO. 7



TOP OF FRONT SIGHT LEVEL WITH TOP OF REAR, TOO MUCH LIGHT
ON RIGHT SIDE OF FRONT SIGHT IN REAR SIGHT NOTCH.
REVOLVER "CANTED", SHOT LOW AND LEFT.



CORRELATING ENFORCEMENT
and
ENGINEERING TO MEET POST-WAR NEEDS¹
by
WILBUR S. SMITH²

The current world conflict reveals, perhaps better than anything else, the lack of basic coordination and the preponderance of discords in international affairs. Many parallels can be drawn between factors responsible for the war and problems of street and highway safety. In both cases there is a tremendous, needless waste of lives and properties.

All persons responsible for motor vehicle transportation operations must work together to develop a close correlation of activities that will lead to an efficient and effective program of endeavor aimed at the abatement of traffic accidents and congestion. We are concerned here principally with engineering and enforcement. Every effort will be made to consider these terms in their broadest scope. Engineering is interpreted to include all branches of highway and traffic operational engineering, not just traffic engineering. Enforcement responsibilities will be related to both urban and state police organizations.

This is truly an age in which everyone is anxious to deal in cold realities and to unearth the bare facts, even though their very substance is frequently bad. In order to accomplish this in the development of the assigned subject, it will be necessary to make personal statements which might in some instances appear critical. Adverse criticisms are not intended and all statements made, it is hoped, are constructive and will lead to improvement.

INITIAL TRAFFIC RESPONSIBILITIES

When motor vehicle transportation began to supersede horse-drawn vehicles, it was only natural that the police were given primary assignments to cope with problems which developed. It is an inherent responsibility of police to protect the life, limb, and property of citizens. Evils of automobile transportation, reflected in traffic accidents, involved these responsibilities.

1. Paper presented before Virginia Statewide Safety Conference, Roanoke, Virginia, May, 1944.
2. Associate Director, Bureau for Street Traffic Research, Yale University.

The growth of the automobile was extremely rapid, both as to registration and use. It was only a few years after the police became involved in problems of traffic control that public officials recognized deficiencies and inadequacies of streets and highways for this new form of transportation. It became apparent that the engineer, too, had a grave responsibility for the provision of better and more extensive roadway facilities as well as traffic control devices. In the early days of road building, engineers were principally concerned with matters of structures and pavement surfaces, and in retrospect it is interesting to note the crudeness of early highway facilities and devices relative to traffic operations. What is perhaps most significant is the fact that both the engineers and police failed to anticipate the very rapid acceptance of the automobile as an integral part of the nation's transportation system. For that reason traffic control techniques have always lagged behind traffic demands. While many traffic evils have been mitigated, problems are still numerous and their scope is so far-reaching that they challenge the very best thinking of the heartiest students.

POST-WAR TRAFFIC

Many predictions have been made about post-war traffic problems. What will they be like and how will they develop? While such speculation is interesting, it is, in many cases, idealistic. There are but few components of post-war traffic with which public officials responsible for traffic control need be especially concerned at the present time.

ROADWAY - Extensive activity is under way for the procurement of large amounts of Federal monies as grants in aid for post-war highway construction. Much is being said about proposed systems of super highways. All such facilities possible should be provided and much good can come from them in meeting highway traffic demands after the war. However, it should be remembered that even elaborate and extensive programs of road building cannot relatively serve more than a very small fraction of the total traffic. In many instances these facilities are apt to induce almost as much new traffic as they can accommodate. It must be recognized that existing streets and highways will continue to carry the bulk of traffic and that it is to these facilities that principal attention must be directed in making post-war plans for traffic control. Only a few of the existing problems can be solved soon by new structures.

There is sound basis for assuming that traffic problems in urban and metropolitan areas are apt to become much more acute than problems in rural areas. In many cases, only a complete re-planning of large sections of cities can provide significant solutions. However, known and proven expediences will enable the police and engineers to do a far superior job in traffic control than has ever been done before. In the matter of curb parking alone, it is recognized that a great percentage of the total traffic enforcement personnel of the average city are involved. If the engineers could effectively cooperate, by making available attractive and economical off-street parking facilities, immediate and far-reaching assistance would be provided the police. They would have manpower and equipment

that could be used in matters of dynamic, rather than static traffic. Re-routing, by-passes, improved markings, and other such traffic improvements that can be developed jointly by police and engineers must be extensively used to cope with traffic problems after the war in urban areas.

The very best knowledge of engineers should be contributed to operational features in the design of highways. The better the roadway, the less traffic enforcement needed. Absurd situations, wherein enforcement officers are required to substitute for concrete islands in the roadway, should not be tolerated. While developments admittedly will be slow, they should, nevertheless, be thorough and sound.

VEHICLES - With more than fifty per cent of the automobiles now in use seven years old or over, it is evident that the public clamor for new automobiles will be great as soon as production is resumed. Many people are concerned as to just what the post-war automobile will be like. Rumors are heard of plastic bodies, dwarf sizes, high compression motors, etc., for new vehicles. Manufacturers have stated that the first cars produced will be the same as the models in production at the outbreak of the war and drastic changes are not expected, for various reasons, for some time. Improvements in vehicles will be progressive and there is no reason for current concern about operational characteristics of automobiles which will be manufactured after the war. One thing is certain - large quantities of autos will be purchased and used, making traffic problems more and more acute.

DRIVERS - New and numerous problems will present themselves so far as post-war drivers are concerned. Society's desire to reward veterans may be reflected through a relaxation of driver licensing and control; families will do everything in their power to make available motor vehicles for general and unrestricted use of returning veterans; and, as a result of these and other conditions traffic enforcement policies are apt to be materially affected. Driver readjustments will require skillful planning and enforcement.

SPEED - Much is being written and discussed about post-war speeds. Some groups contend that the very favorable reduction in accident rates experienced in most states since the outbreak of the war can be attributed directly to reduced speeds. Whether or not this reasoning is correct, it presents a sound basis for argument for continued speed restrictions after the war. Some think that post-war speeds will increase drastically, even over speeds prevailing in 1941. Since the "free-movement" speeds prior to the war closely approached, as proven by many tests, the physical capacities of most drivers, it is not likely that there will be any general, over-all increases in comparison with pre-war speeds. Both motor vehicle use and high speeds seem to provide an outlet for physical and mental emotions and so it is normal to expect that there will be an upward surge in speed as soon as present travel restrictions are lifted. However, there is nothing to substantiate the thesis that general post-war speed will differ materially from pre-war speeds.

JOINT TRAFFIC ACTIVITIES

While many excellent opportunities are now evident whereby engineers and police can correlate their traffic control work, discussion of a few will serve to illustrate needed joint activities. Traffic studies and records provide an excellent opportunity for these agencies to collaborate with each other.

ACCIDENT RECORDS - The simplest and most basic studies are those involving accident records. These records must be accurate and complete, and there is no argument but that this responsibility is placed firmly upon the police. The uses to which accident data can be put depend directly upon the completeness and accuracy of the field reports, and the police must be firmly convinced of the importance of rendering reports of such character that maximum utilization will be possible.

SELECTIVE ENFORCEMENT - In the field of selective enforcement there are many opportunities for coordinating engineering and police activities. The engineers can cooperate with the police by furnishing complete accident and traffic data. Police work should be so complete in this field that the police can justly claim that their work is being placed on a factual basis, as is most engineering work.

TRAFFIC STUDIES - Joint traffic studies can be used to the advantage of both police and engineers. Corrections of high accident frequency locations commonly involve both engineering and enforcement treatments. Seldom is a situation found where one treatment alone will suffice.

Studies of driver behavior are essential to all sound traffic programs. Investigations in this field should be, for each, a common end.

Accident rates and indices cannot be developed on the basis of accident records alone. Accident data must be related to traffic data. These traffic facts are normally obtainable through engineering agencies, and furnish evidence needed for coordination.

While joint projects in the field of traffic safety must be encouraged in every way possible, mention should be made of the fact that there are many simple traffic and accident studies which have generally been referred to as "engineering" in the past, but which can be conducted and applied with equal effectiveness by police. Engineers have been guilty in some instances of surrounding these simple studies with so much mysticism that most enforcement agencies hesitate to undertake them directly. The idea that police cannot make and use many types of surveys, should be corrected. The police, for example, are generally equipped and constitute the logical agency to make observance studies. The war has provided a stimulus for the use of speed checks (surveys) in connection with enforcement. The enforcement work of Kansas City, and more recently of the State of Virginia, has been particularly outstanding in this connection.

ROADWAY DEFECTS - Police agencies should assume the responsibility for

reporting engineering, construction, or maintenance deficiencies to the proper agencies. Particularly in rural areas, the state police, or highway patrols, will cover routes much more frequently than highway maintenance crews, and they have a first-hand opportunity to observe roadway deficiencies. The development of plans whereby these will be properly investigated and treated should be worked out in each state between the highway department and the state enforcement organizations and, in cities, between corresponding agencies.

AIDS TO TRAFFIC FLOW - Expediting traffic is now generally recognized as important as accident prevention. The two normally go hand in hand since many of the treatments which reduce accidents at the same time eliminate congestion and interference. Public demands after the war will be great for the relief of congestion and public officials must do everything possible to meet these demands. Reasonable speeds, freedom from congestion, and delay are in line with the tempo of the times, and both police and engineers must recognize the importance of meeting these demands.

FINANCIAL SUPPORT - Attention in procuring public funds for financing traffic control activities is required of engineers and police. There are many opportunities for these two agencies to work with each other in this important matter. Many cases have been cited wherein traffic engineers were used as public buffers by the police, with effective results. These possibilities should be investigated in every community.

CORRELATING GROUPS - Coordinating agencies should be developed as soon as practicable so that they will be in a position to function effectively and broadly as soon as the war is over. State traffic commissions, state safety councils, and similar groups which have functioned effectively in several states for a number of years, point the way to a practical plan of auto traffic coordination at a state level. Since the outbreak of war, a sincere and effective method of coordination has been developed by the State Highway Traffic Committees to the War Department. Without dealing with the positive and negative aspects of these committees, it can be stated that they have developed some interesting ideas and have unearthed pertinent techniques for correlating traffic enforcement activities within a state.

Since the magnitude of post-war problems is certain to be greater in urban than in rural areas, consideration should also be given to coordinating agencies at a local level. Urban traffic commissions, similar in organization to the state commissions just discussed, can provide the necessary coordination in large cities. Metropolitan commissions might be necessary to accomplish the job in cases where cities are surrounded by several incorporated towns.

No single unit of traffic control can function effectively in an entirely independent status. All activities must be coordinated and made to function smoothly and harmoniously together.

TRAFFIC RESPONSIBILITIES - Responsibilities of all agencies must be clearly defined and agreed to by public officials, for overlaps of yesterday

are extremely bad and will not be tolerated for long by the public. In traffic, petty jealousies too frequently develop among not only the official public agencies, but also between each of these agencies and the public. The field of traffic is big enough for all, and the cooperation of all is demanded, as all of us are working toward a common aim.

TRAFFIC INSTRUCTION - Coordination of enforcement and engineering has long been recognized at an instructional level. Few, if any, comprehensive traffic courses in engineering fail to recognize the place of enforcement, and vice versa. Unfortunately, this recognized and effective coordination too frequently does not go much below the instructional level. For some reason those receiving the instruction are inclined, either by habit, or because of undesirable restraints, to neglect matters of coordination all too frequently.

CONTROL DEVICES - Traffic Control devices are no better than the observance which they develop. The degree of observance usually bears a direct relation to the rate of enforcement. Unless the police know about the operation of control devices, and see that they are properly enforced, the work of engineers and others in providing the controls can result only in a fraction of the good that could be derived.

SAFETY EDUCATION - Educational responsibilities cannot be overlooked by either engineers or enforcement agencies. It is not only necessary for each of these agencies to conduct public safety educational activities, but also, to educate one another. Frequent occasions arise where engineering, or enforcement work, is minimized because of failures to thoroughly inform and educate one another as to the intent of a given treatment or as to the techniques of operation of a particular control device.

WAR TRANSPORTATION ACTIVITIES OF FIRST CONCERN

Now is the time to plan for the future and all attention possible should be directed to plans for traffic control and regulation after the war. Important traffic-trend data are available and can be employed directly in the development of post-war plans. There are certainly no panaceas ahead in the traffic field and every effort will have to be exerted by public officials to cope with traffic problems which are sure to arise. In spite of the importance of this planning, however, it should not be undertaken to such a degree as to restrict normal functions and activities that are of current concern and importance.

The engineers and police, as well as the educators and others interested in traffic control matters, must pool their resources and efforts for a maximum accomplishment in war transportation affairs. It is folly to neglect these important responsibilities for over-emphasized concentration on post-war plans. In highway transportation, as everywhere, efforts must be directed first at "winning the war." The success of this country's war effort to date has been attributed largely to the efficiency of transportation facilities, in which motor vehicle transportation has played an important part. There can be no relaxation of efforts to continue war transpor-

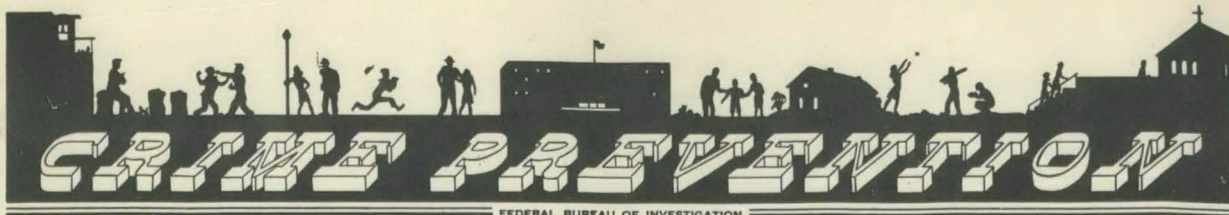
tation at its present efficiency. In view of depleted supplies of rubber, fuel, and vehicles, the job will become increasingly difficult.

The ever increasing response of citizens of the United States to appeals for support of projects designed to cope with and eliminate afflictions of both national and international groups, constitutes a strong rebuttal to even the slightest suggestion that the average American is indifferent to his responsibilities to maintain the well-being of his neighbors as well as himself. The history of this nation's development is a reiteration of the results of public demands for the eradication of conditions which constitute a threat to the health and safety of individuals. These public demands are more predominant than before in connection with highway transportation activities and the war effort. Public officials must either meet the demands or give way to others who can. In highway transportation activities, public officials must not only provide the best solutions possible but they must exert an equal or greater effort in the protection of their work from the hordes of degenerating influences to which all public safety activities are subjected.

COLUMBUS, OHIO JUNIOR POLICE FORCE ORGANIZED

During July, 1944, the Columbus, Ohio, Police Department organized a Junior Police Force and the officials of the department were quite pleased with the fact that 350 boys immediately indicated a desire to take the oath of membership in this new club. It was announced by Safety Director Charles C. Cole that those who proved they were qualified would be promoted to Chief, Captain, Lieutenant and Sergeant. These officials will command the ranks of the various groups.

Police Chief Lester W. Merica will undertake a training program for these youngsters to teach them the principles of law enforcement and at the same time curb juvenile delinquency. Lieutenant Charles Berry, Patrolman Wade Knight and Patrolman Stacy Hill of the Juvenile Squad are in charge of the new organization and plans are under way to assign individual groups and headquarters for each precinct in the city. Mr. Cole stated that he was asking the parents and public-minded citizens to lend a hand in assisting the Police Department in the furtherance of the program.



SPOT MAPS IN CRIME PREVENTION

Spot maps have been used for a number of years by traffic bureaus in police departments throughout the country for the purpose of furnishing a clear, quick, and comprehensive picture of the accident situation and to indicate at a glance the points in the city which present the greatest hazards. Spot maps have also been used in a similar fashion to show the crime hazards of the city. For example, some departments show on a spot map one type of pin indicating the location of the theft of each automobile and a pin of a different shape or color to indicate the location of its recovery. The advantage of a spot map lies in its maintenance and interpretation.

The use of spot maps in the field of juvenile delinquency and crime prevention has in too many instances been overlooked. The following is a list of some of the types of information that may be recorded on a spot map by the crime prevention unit of a police department:

1. The residences of male youthful offenders.
2. The residences of female youthful offenders.
3. The location of crimes committed by male juvenile delinquents.
4. The location of crimes committed by female juvenile delinquents.*
5. The location of youth serving centers, such as Boys' Clubs, Y.M.C.A., Public Playgrounds, etc.
6. The location of schools making facilities available for youth leisure time activities.
7. The location of schools not making facilities available for youth leisure time activities.
8. Location of unfavorable commercial recreational facilities for youth, such as taverns, pool-rooms, houses of ill fame, etc.

*In some communities the volume of cases may not justify the preparation of separate maps for the different sexes.

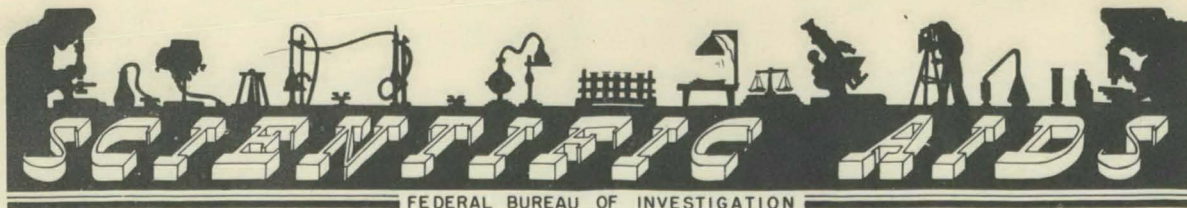
Care should be exercised in planning a spot map not to overcrowd it with many different kinds of information in order to avoid confusion. It is suggested that a study of the spot map showing the foregoing types of information be made with due consideration to the environment of the individual communities, such as generally unfavorable housing conditions. Appropriate consideration should also be given to the composition of the population in the various sections of the city including data as to race and nationality.

In designing the map it should be observed that a large scale map showing only the streets and street names is desirable. Colored maps showing buildings and other extraneous items promote confusion. The map should be mounted on a substance similar to a one-fourth inch cork carpet laid on a sturdy background. Cork is found to be desirable since the holes made by pins in it have a tendency to close up after the pin is withdrawn.

For flexibility it is suggested that a pin be used rather than a painted spot or pasted down material. In selecting pins it might be well to consider the possibility of photographing the map at some subsequent date, and for this reason pins of different shapes in black and white are generally preferred over pins of various colors.

It is generally considered desirable to maintain a spot map for a period of at least one year before starting a new one. Some departments find it convenient to photograph the map at the close of the year and then withdraw all the pins and use the same map to record the data for the next year. The photographs of previous maps make interesting comparisons.

It should be observed that spot maps are not only valuable to the police in selective enforcement and educational programs, but an exhibit of such maps in the offices of the crime prevention unit of the department indicates to the public that the police are energetically active in the field of juvenile delinquency and crime prevention.



CRYPTANALYSIS IN LAW ENFORCEMENT

Cryptanalysis is a science that deals with the solution of code or cipher messages by persons other than the intended recipients of such secret messages. The actual writing of secret messages is commonly known as cryptography and has an ancient background--almost as old as writing itself. As in other sciences, the very inquisitive nature of man's mind has served to keep pace with methods of effecting secret writing thus enabling those who are interested in cryptanalysis to acquire the information others believe to be strictly confidential and known only to themselves.

In the strictest sense of the word any language or writing is cryptic to those to whom it is unknown and forms a basis for secret communication applicable to any phase of endeavor. More specifically, however, cryptography is generally applied to the military, diplomatic, commercial and criminal fields.

Secret communications in criminal activities are used much more frequently than is generally suspected and there is a strong possibility that the reason this fact is not more obvious is that in many instances the very existence of secret communications is overlooked in the investigation. This is traceable to two factors: (1) The Investigator in his own ignorance is not completely aware of the possibilities of the use of secret communications nor how they are most often effected by the novice. This attitude may even be carried so far as to lead to the belief on the part of the Investigator that secret communications, or Cryptograms as they are very often called, certainly could not have been used in his particular case. (2) Secret communications are often effected not only by the use of symbols or mutilation but by concealment. For example, a secret message might well be hidden in the heel of a shoe, behind the matches in a pack of safety matches of the paper-cover type, or in an innocent-appearing letter, portions of which form a secret and hidden message by the use of almost imperceptible markings above significant letters or words, or words into which double meanings can be read. Thus it can be seen how a notebook containing a few peculiar scratchings or symbols could indicate the location of ransom money; an ordinary looking letter could divulge the entire plot for a prison escape; a newspaper containing tiny pin pricks above certain words or letters or a senseless scrawl could reveal information which other methods of investigation might never have uncovered. Material of this type, which at first seems rather insignificant, may prove to be the solution of the case!

In his book on "Criminal Investigation," Dr. Hans Gross refers to some of the methods of effecting secret communications encountered in his time, and points out the significant fact that the cryptograms with which the investigating officer is likely to deal in the ordinary course of his work will usually be comparatively simple. Most of us are familiar with fictional references to the use of secret writings such as Arthur Conan Doyle's "Adventure of the Dancing Men" or Poe's "Goldbug" and with the fact that tramps sometimes use symbols on house doors or walls for communicating with each other, but actual criminal investigation has uncovered the use of secret communications even more interesting.

The attempted prison break at the New Mexico State Penitentiary in 1942 was revealed by the interception of a secret message which was subsequently submitted to the FBI Laboratory for analysis. The Laboratory succeeded in reading the hodge-podge of letters constituting this secret message. Thus, the following information was obtained:

"BILL - 3

CAN YOU GET SOME SAW BLADES. IF YOU HAVE NONE SEE SHORTY.
CD CHANGE CODE TO FIVE. IF YOU GET THEM PUT IN HOSPITAL
TOILET SO CAN GET WHEN TAKE AN ENEMA OR PUT IN BROWN BOTTLE
OF LINIMENT. ANSWER LET ME KNOW WHEN WHERE."

Then there was the case of Courtney Fred Rogers who was convicted of murder in California. Rogers had been described as a genius and a talented musician who acted for sometime as a church organist. He did not smoke or drink and lived well within his normal salary, but behind it all was a delight in evading detection and an egocentric desire to pit his intelligence against that of authorities. Rogers was found guilty of the murder of his father and mother for the purpose of obtaining their insurance. However, among the subject's belongings in the apartment house where he lived a book was located in which the center of the pages had been cut out and in the resulting cavity a code letter and a passport were found, a good example of the concealment of a secret message. When the code message was referred to cryptanalysts, the following information, which is only a portion of the complete text, was divulged:

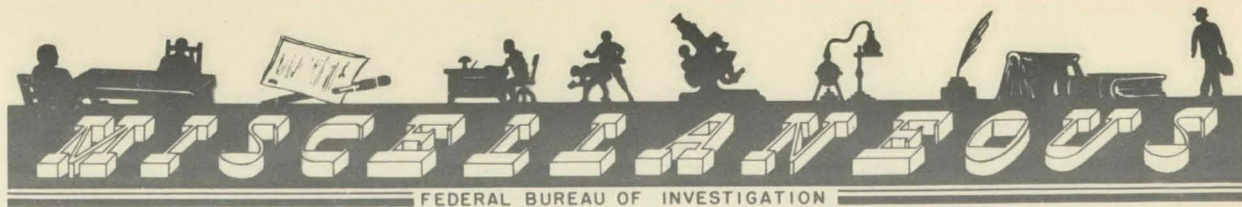
"...DRAFT MONDAY MORNING WILL GIVE ORDER TO DELIVER PIES
LATER ICES ARRIVED OK EXPECT ORDER FOR SEVEN THOUSAND...
UTMOST SECRECY NECESSARY TO COMMUNICATE WITH ME IN ARMY
WHEN YOU PICK UP THIS NOTE TAKE BOOK AND DESTROY....WILL
SEE YOU FIRST MOMENT FREE."

Rogers later asserted that he was connected with a jewel-theft ring operating in California and Mexico, that "pies" were interpreted to mean star sapphires while "ices" referred to diamonds. Further, according to Rogers these jewels were taken from California to secret laboratories in Mexico where the size and cut of the various gems which had been stolen were altered and in turn sent back to the United States for resale.

These cases and many others serve to point out the extreme value of secret communications and cryptanalysis in law enforcement work. Naturally, when considering this subject the question of future criminal activities in secret communication arises. Although no definite prognostication can be made, it is quite probable that at least three significant factors may operate to increase the reliance by criminals upon such methods of secret communication:

1. An increased awareness of the possibilities of secret communication produced by the necessary use of such channels in wartimes.
2. The appearance on the general market of books in the field of cryptography. Three rather comprehensive texts and many other more limited discourses on the subject have appeared recently.
3. The popularization of the use of secret codes imparted by newspaper comic strips and fiction.

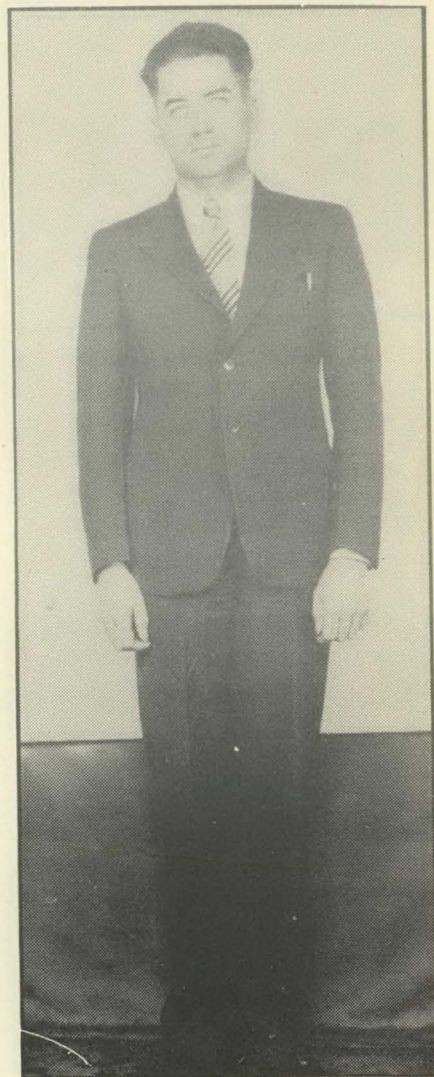
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* NOTICE *
*
* THE FBI LABORATORY IS AVAILABLE WITHOUT *
* COST TO ALL LAW ENFORCEMENT AGENCIES AND *
* PROSECUTORS FOR THE EXAMINATION OF EVI- *
* DENCE IN CRIMINAL CASES. THESE SERVICES *
* INCLUDE THE EXAMINATION OF FIREARMS EVI- *
* DENCE, BLOOD STAINS, TOXICOLOGICAL SPEC- *
* IMENS, HAIRS AND FIBERS, SOIL SPECIMENS, *
* TYPEWRITING IDENTIFICATION, PAPER ANAL- *
* YSIS, TOOL MARKS, SPECTROGRAPHIC, HAND- *
* WRITING EXAMINATIONS, ET CETERA. WHER- *
* EVER POSSIBLE THE FBI LABORATORY TECHNI- *
* CIANS WILL BE SENT TO GIVE TESTIMONY CON- *
* CERNING THEIR FINDINGS IF SUCH TESTIMONY *
* IS NEEDED BY THE PROSECUTOR. *
*



WANTED BY THE FBI

ALLEN BUTLER WOOLWORTH, with aliases

BANK ROBBERY, ESCAPE, AND SELECTIVE SERVICE VIOLATION



Detailed descriptive data concerning this individual appear on pages 40 through 42.

WANTED BY THE FBI
ALLEN BUTLER WOOLWORTH, with aliases

At approximately 8:00 A.M. on November 9, 1934, the DeLay National Bank at Norfolk, Nebraska, was robbed by two unmasked men while a third member of the bandit trio guarded the wife and child of the Cashier of the bank and the mother and the brother of the Assistant Cashier at the Cashier's home. The bandits compelled the Assistant Cashier to open the bank for them after having kept him under guard all night. A loot of \$22,850 was obtained.

The robbers carried out this robbery in a very methodical manner. On November 8, 1934, the evening before the robbery, at some time between 1:30 P.M. and 7:00 P.M., two men broke into the home of the Cashier of the DeLay National Bank by forcing open a window on the front porch. The Cashier's wife and their five-year old daughter arrived at the house about 7:00 P.M. and a few minutes after their arrival, while they were in a bedroom at the rear of the house, the wife of the Cashier heard the voice of a strange man call her by name. She turned and walked into the dining room and saw two unknown men who had apparently been hiding in the parlor. One of the men was wearing a triangular mask and the other robber was unmasked. They held quite a conversation with the Cashier's wife and informed her that they intended to rob the bank on the following morning. When they found that her husband was attending a banker's convention at Lincoln, Nebraska, they immediately decided to go to the home of the Assistant Cashier, after obtaining a third member of the bandit gang to guard the wife and daughter.

The bandits entered the home of the Assistant Cashier and finding that he was not at home at the time, forced the Assistant Cashier's aged mother and brother to accompany them to the home of the Cashier where they were left to be guarded by a member of the gang while the bandits returned to the Assistant Cashier's home, waited for him, hit him over the head with a pistol butt, and then forced him to return with them to the home of the Cashier.

At about 5:30 A.M. on the morning of November 9, 1934, two of the robbers advised the Assistant Cashier that they were ready to go to town; immediately thereafter they took him out the back door and placed him in a car. They drove through the alley and then in a very zig-zag fashion to a point about six miles west of the town where they parked for about twenty minutes. They then drove slowly back into town and parked in front of a shoe shop. There one of the robbers got out of the car and proceeded with the Assistant Cashier on foot to the door of the bank where he forced the Assistant Cashier to open the bank and enter, leaving the door slightly ajar. As they entered the bank, they noticed the janitor working and the robber immediately ordered the janitor and the Assistant Cashier to sit on the floor.

They entered the bank at about 10 minutes to 7:00 o'clock and nothing happened until about ten minutes to 8:00 A.M. when the President of the bank and another Assistant Cashier entered. They were ordered to take

places beside the other two and were warned against any attempts to set off the alarm. Shortly thereafter other members of the bank staff entered and were immediately covered and requested to take places along with the officers and employees who were then being guarded. In the meantime the bandit who had driven the automobile had joined the bandit in the bank and as the employees walked in they were immediately covered and were relieved of their fountain pens as they entered because one of the robbers was afraid of tear gas.

Promptly at 8:00 A.M. one of the robbers marched the Assistant Cashier back to the vault as the vault was scheduled to open with its automatic timing device at 8:00 A.M. He was ordered to open the vault and turn on the light and after pointing out the vault which contained the money the robber immediately took all the currency from the various boxes and disregarded the papers which he apparently did not want. After obtaining all the currency, he ordered the Assistant Cashier to march out to the stenographer's room. He then exchanged signals with the other robbers and all officers and employees were ordered through the corridor and up the stairway and into a small washroom on the balcony where all were ordered to remain.

The robbers immediately thereafter left the bank, proceeded to the home of the Cashier where they picked up the other member of the gang who had been left to guard the family of the bank officers, and thereafter sped out of town in their get-away car.

The FBI began an immediate investigation which eventually led to the positive identification of Allen Butler Woolworth as one of the bank robbers and Glenn Van Hook as another of the robbers who participated in this robbery. The third member of the trio has not yet been identified but investigation is still being carried on to ascertain his identity.

After it was determined that Woolworth and Van Hook had participated in the robbery they were indicted on November 3, 1937, by a Grand Jury at Omaha, Nebraska. The indictment was on two counts. The first count charged that on the 9th day of November, 1934, at Norfolk, Nebraska, defendants Van Hook and Woolworth robbed the DeLay National Bank of \$22,850. The second count charged that these two men endangered the lives of officials and employees of instant bank by the use of dangerous weapons described as a shot gun and a revolver.

On September 27, 1938, Van Hook was tried in Federal Court at Norfolk, Nebraska, and entered a plea of not guilty. On September 29, however, a verdict of guilty was returned against him by the jury. Van Hook was sentenced to serve 20 years on the first count and 25 years on the second count. The sentences were to run concurrently and were to begin on the expiration of a five-year sentence which Van Hook was then serving in the U. S. Penitentiary at Leavenworth, Kansas.

Allen Butler Woolworth was tried in Federal Court at Norfolk, Nebraska, on September 27, 1938, and entered a plea of "nolo contendere" on

September 30, 1938. He was sentenced to serve 20 years on the first count and 25 years on the second count. The sentences were to run concurrently and were to begin upon expiration of the sentences he was then serving in the Kansas State Penitentiary at Lansing, Kansas, of 10 to 50 years for robbery of The Citizens National Bank at Emporia, Kansas, and which he had begun to serve on June 11, 1937.

On January 3, 1943, Woolworth escaped from the Kansas State Penitentiary. An indictment was returned by a Federal Grand Jury at Kansas City, Kansas, on June 4, 1943, charging Woolworth with violation of the Selective Training and Service Act of 1940. Woolworth's criminal record, which dates back to 1921, includes arrests for assault and carrying concealed weapons. HE IS REPORTED TO BE ARMED AT THE PRESENT TIME AND IS REGARDED AS DANGEROUS.

PHYSICAL DESCRIPTION

Name	ALLEN BUTLER WOOLWORTH, with aliases: A.B. Woolworth, Alan B. Woolworth, Allen W. Woolworth, "Grape" Woolworth, O.W. Woolworth and O.W. Nelson
Height	5'10"
Weight	158 pounds
Eyes	Blue
Hair	Dark Brown (Graying)
Complexion	Dark
Build	Medium
Date of Birth	October 9, 1903 (Age-41)
Race	White
Nationality	American
Occupation	Clerk
Scars and Marks	Small cut scar left corner of mouth, cut scar "V" shape on right forehead, appendectomy scar
FBI Number	153967
Fingerprint Classification	13 M 1 R 000 12 M 1 U IOI

IF YOU ARE IN POSSESSION OF ANY INFORMATION REGARDING THE WHEREABOUTS OF ALLEN BUTLER WOOLWORTH, PLEASE COMMUNICATE BY TELEPHONE OR TELEGRAPH COLLECT WITH THE DIRECTOR, FEDERAL BUREAU OF INVESTIGATION, UNITED STATES DEPARTMENT OF JUSTICE, WASHINGTON, D.C. TELEPHONE NATIONAL 7117 OR GET IN TOUCH WITH THE NEAREST OFFICE OF THE FEDERAL BUREAU OF INVESTIGATION, THE LOCAL ADDRESS AND TELEPHONE NUMBER OF WHICH ARE SET FORTH ON THE INSIDE OF THE BACK COVER OF THIS BULLETIN.

W A N T E D
B Y
Beaumont, Texas, Police Department
FORGERY and PASSING



ROBERT PAUL HERNDON, with aliases

Robert Paul Herndon, FBI #1114362, is presently wanted by the Beaumont, Texas, Police Department on a charge of "Forgery and Passing." That department wants Grand Jury Indictments as well as felony warrants for Herndon and will be pleased to extradite this fugitive.

Herndon is also wanted by the State Highway Patrol, Jefferson City, Missouri; the Jefferson City, Missouri, Police Department; the Rockford, Illinois, Police Department; and the Milwaukee, Wisconsin, Police Department on charges of Forgery.

Robert Paul Herndon is described as being 34 years of age, about 5'6½" tall, weighs 138 pounds, slim build, light chestnut hair, ruddy complexion, and hazel or chestnut eyes. He was first arrested at Galveston, Texas, on April 13, 1930, on a charge of "theft misdemeanor" and was subsequently arrested on various charges in Los Angeles, California, 1936; Ft. Worth, Texas, 1938; Modesto, California, 1941 and was sentenced to serve one to 14 years. It was at that time that he was transferred to the State Institution for Men at Chino, California, and was paroled on January 29, 1943.

The FBI Laboratory has during the past nine months received numerous checks passed by Herndon which have been identified as his forgeries through the National Fraudulent Check File maintained in the FBI's Laboratory. A copy of one of the checks passed by Herndon is reproduced on the following page.

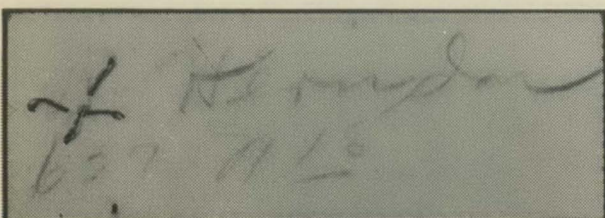
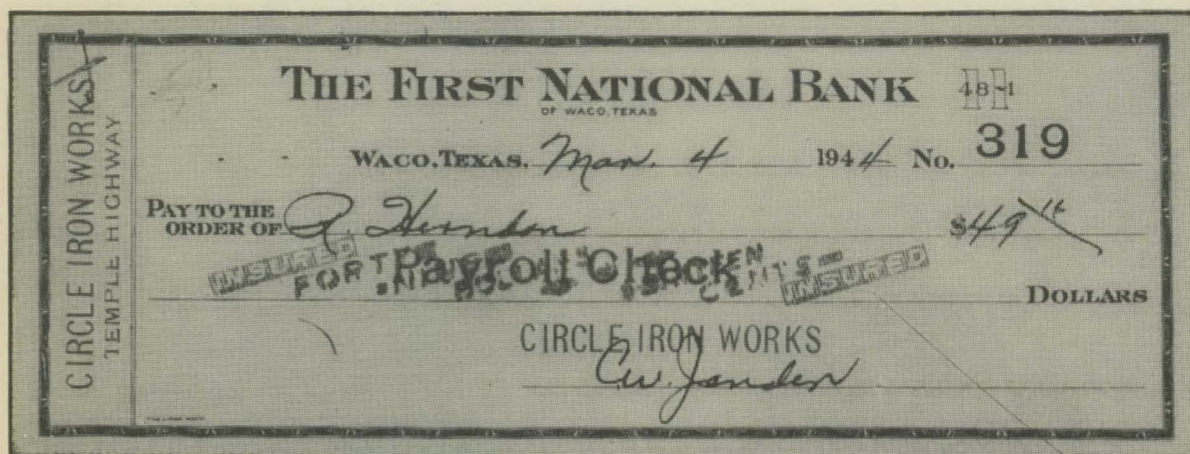
Herndon's method of operation consists of obtaining blank checks from local banks. He then uses a rubber stamp for the name of some local company and forges the name of the individual authorized to sign such checks for that company. A checkwriter is employed by Herndon to fill in the amount of the check. The same checkwriter has been used on all checks containing checkwriting impressions which have been received by the FBI Laboratory to date. In each instance these checks are made payable to R. P. Herndon or to R. Herndon and have the appearance of being payroll checks. Many of them, in fact, contain the rubber stamp impression "Payroll Check."

Fraudulent checks passed by Herndon have been received in the FBI Laboratory from the following states: Georgia, Texas, Indiana, Missouri, Iowa, South Carolina, Ohio, Virginia, Illinois, Wisconsin, Michigan and Kentucky.

Information has been received that checks have also been passed by him in Tennessee, Kansas and Minnesota. The latest information available indicates that one of Herndon's checks dated August 31, 1944, was passed in Paducah, Kentucky, on or about that same date.

Herndon passes most of his checks off on local merchants and the amounts of bogus checks vary. Some of those which have been passed by him and which have been received in the FBI Laboratory were drawn in the following amounts: \$66.38; \$56.21; \$58.60; \$48.41; \$59.62; \$61.64; \$66.21; \$57.20; \$49.16; \$30.06; \$47.25 and \$57.93.

ANY INFORMATION OBTAINED CONCERNING THIS FUGITIVE SHOULD BE TELEGRAPHED IMMEDIATELY TO MR. ARTIE POLLACK, CHIEF OF POLICE AT BEAUMONT, TEXAS, OR TO THE DIRECTOR, FEDERAL BUREAU OF INVESTIGATION, WASHINGTON, D.C.



ABOVE, PHOTOGRAPHIC REPRODUCTION OF FRAUDULENT CHECK DRAWN BY HERNDON; AND AT LEFT, SIGNATURE OF HERNDON ON BACK OF ABOVE SHOWN CHECK.

W A N T E D

BY

NASSAU COUNTY POLICE DEPARTMENT, NEW YORK

THEODORE DELMAR, with aliases Escaped Prisoner - Burglary

On Sunday evening, September 10, 1944, at about 9 P.M., Theodore Delmar and four other prisoners escaped from the Nassau County Jail at Mineola, Long Island, New York. Three of the escaped prisoners have been apprehended but Delmar and one other are still at large.

At the time of his escape, Delmar was awaiting trial as a fourth offender for burglary in Garden City, Long Island, and it was expected that he would be sentenced to a term of from twenty years to life.

It is definitely known that the jail break was engineered by Delmar who is known to be a cold and calculating individual. The break was accomplished by Delmar and the other four prisoners by overpowering a guard and intimidating several other guards by the use of an automatic pistol which was in the hands of Delmar.

Delmar has spent most of his adult life as a hotel worker and bellhop, and shortly before his last arrest he was operating a hotel reservation business in New York City. It is considered possible that the subject and a woman companion may attempt to enter the hotel reservation business again and this woman friend has indicated that she would like to work in this kind of business on the West Coast. It is also believed possible that Delmar may take a position as bellhop as he is thoroughly experienced in this field.

Delmar was registered with Local Board #24, Sherman Square Hotel, 200 West 71st Street, New York City, and is classified 4F. His draft card was left behind in the Nassau County Jail and it is therefore probable that he does not now possess a draft card of any type.

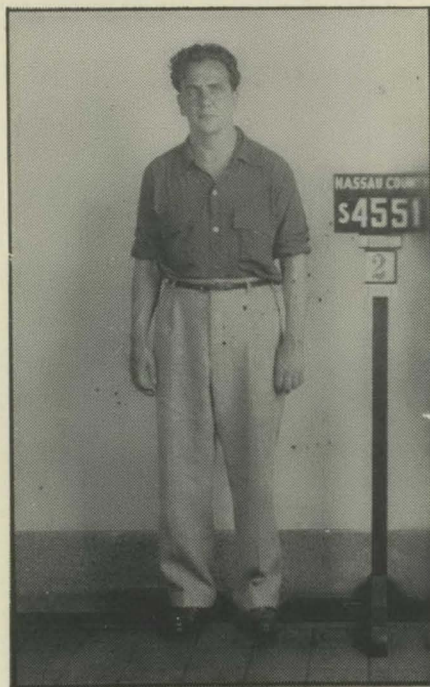
CRIMINAL RECORD

Delmar was first arrested in New York City in 1926 on a charge of larceny. In 1931 he served 90 days on a Florida chain gang for a misdemeanor. In 1932 under the name of Allen Beaumont he was arrested at Palisades, New Jersey, on a charge of breaking and entering and was sent to the New Jersey Reformatory. In 1937 Delmar was arrested under the name of Teddy McDevratt at DeFuniak Springs, Florida, on a charge of auto larceny and sentenced to serve five years in the Florida State Prison at Raiford, Florida, from which he escaped and was later listed as wanted by the Sheriff of DeFuniak Springs, Florida, for escaping from prison. He was subsequently arrested at Palisades, New Jersey, on March 18, 1938 and was returned to the State Prison at Raiford, Florida.

PHYSICAL DESCRIPTION

Name	THEODORE DELMAR, with aliases: Theodore Shonitsis, Allen Beaumont, Theodore Skourtsis, Teddy McDevritt
Age	30
Place of Birth	Pittsburgh, Pennsylvania
Date of Birth	March 10, 1914
Height	5'5"
Weight	150 lbs.
Hair	Dark brown, wavy
Eyes	Blue
Complexion	Ruddy
Teeth	Good
Build	Short, fairly husky
Education	Grammar School, Private School
Occupation	Bellhop, salesman, operator of a hotel reservation service.
Habits	Is particularly interested in women and dice games.

ANY INFORMATION CONCERNING THEODORE DELMAR SHOULD BE COMMUNICATED IMMEDIATELY TO INSPECTOR HAROLD KING IN CHARGE OF DETECTIVES, NASSAU COUNTY POLICE DEPARTMENT, NASSAU COUNTY, NEW YORK, OR THE DIRECTOR, FEDERAL BUREAU OF INVESTIGATION, WASHINGTON, D. C.



THEODORE DELMAR - FUGITIVE



QUESTIONABLE PATTERN

The pattern reproduced below appears at first glance to be a loop but a closer inspection reveals a second small loop formation near the core of the pattern.



Since there are two separate loop formations and two deltas at points A and B, this pattern would be classified as a double loop type whorl. A reference search would be conducted as a loop.

Communications may be addressed to the Field Office covering the territory in which you are located by forwarding your letter or telegram to the Special Agent in Charge at the address listed below. Telephone and teletype numbers are also listed if you have occasion to telephone or teletype the Field Office.

CITY	AGENT IN CHARGE	TELEPHONE NUMBER	BUILDING ADDRESS (Letters or Telegrams)
Albany 7, New York	Morgan, E. P.	5-7551	707 National Savings Bank
Anchorage, Alaska	McConnell, H. L.	Main 521	Federal Building
Atlanta 3, Georgia	Holloman, F. C.	Walnut 3605	501 Healey
Baltimore 2, Maryland	Vincent, J. W.	Lexington 6700	800 Court Square
Birmingham 3, Alabama	Abbatechio, R. J.	4-1877	300 Martin Building
Boston 9, Massachusetts	Soucy, E. A.	Liberty 5533	100 Milk Street
Buffalo 2, New York	Wilcox, J. B.	Madison 1200	400 U. S. Court House
Butte, Montana	Banister, W. G.	2-2304	302 Federal
Charlotte 2, N. C.	Scheidt, E.	3-4127	914 Johnston
Chicago 3, Illinois	Drayton, S. J.	Randolph 2150	1900 Bankers'
Cincinnati 2, Ohio	Weeks, C. E.	Cherry 7127	637 U. S. Post Office & Court House
Cleveland 13, Ohio	Fletcher, H. B.	Prospect 3550	900 Standard
Dallas, Texas	Morley, D. R.	Riverside 6101	1318 Mercantile Bank Building
Denver 2, Colorado	Kramer, K. P.	Main 4335	518 Railway Exchange
Des Moines 9, Iowa	Kuhnel, E. E.	3-8618	739 Insurance Exchange
Detroit 26, Michigan	Guerin, K. A.	Randolph 2905	906 Federal Building
El Paso, Texas	Untreiner, R. J.	Main 1711	202 U. S. Court House
Grand Rapids 2, Michigan	Bobbitt, H. I.	6-5337	715 Grand Rapids National Bank
Honolulu 16, Hawaii	Thornton, J. E.	4977	206 Dillingham
Houston 2, Texas	Brown, D. K.	Charter 4-6061	1212 Esperson
Huntington, W. Va.	Dalton, J. L.	2-9366	700 West Virginia
Indianapolis 4, Indiana	Wyly, P.	Market 6415	327 Federal Building
Jackson 1, Mississippi	Lopez, J. M.	3-5221	700 Mississippi Tower
Kansas City 6, Missouri	Brantley, D.	Victor 4686	707 U. S. Court House
Knoxville 02, Tennessee	Ruggles, J. R.	4-2721	407 Hamilton National Bank
Little Rock, Arkansas	Suran, R. C.	2-3158	445 Federal
Los Angeles 13, Calif.	Hood, R. B.	Madison 7241	900 Security
Louisville 2, Kentucky	McFarlin, M. W.	Wabash 8851	633 Federal
Memphis 3, Tennessee	Hostetter, D. S.	5-7373	2401 Sterick
Miami 32, Florida	Danner, R. G.	9-2421	1300 Biscayne
Milwaukee 2, Wisconsin	Johnson, H. K.	Daly 4684	735 U. S. P. O., Customs & Court House
Newark 2, New Jersey	McKee, S. K.	Market 2-5613	1836 Raymond-Commerce
New Haven 10, Conn.	Gleason, R. F.	7-1217	510 The Trust Company
New Orleans 12, La.	Kitchin, A. P.	Canal 4671	1308 Masonic Temple
New York 7, New York	Conroy, E. E.	Rector 2-3515	234 U. S. Court House, Foley Square
Norfolk 10, Virginia	Hicks, R. H.	4-5441	411 Flatiron
Oklahoma City 2, Okla.	Logan, K.	2-8186	940 First National
Omaha 2, Nebraska	Traynor, D. L.	Jackson 8220	629 First National Bank
Philadelphia 7, Pa.	Sears, J. F.	Rittenhouse 5300	500 Widener Building
Phoenix, Arizona	Duffy, H. R.	4-7133	307 W. C. Ellis
Pittsburgh 19, Pa.	O'Connor, H. T.	Grant 2000	620 New Federal
Portland 5, Oregon	Stein, C. W.	Broadway 1167	411 U. S. Court House
Providence 3, R. I.	Starke, J. J.	Dexter 1991	510 Industrial Trust Company
Richmond 19, Virginia	Murphy, W. A.	7-2631	601 Richmond Trust
St. Louis 1, Missouri	Norris, G. B.	Chestnut 5357	423 U. S. Court House & Custom House
St. Paul 1, Minnesota	Rhodes, M. B.	Garfield 7509	404 New York
Salt Lake City 1, Utah	Newman, J. C.	5-7521	301 Continental Bank
San Antonio 6, Texas	Bryce, D. A.	Garfield 4216	478 Federal
San Diego 1, California	Nathan, H.	Main 3044	728 San Diego Trust & Savings Bank
San Francisco 4, Calif.	Pieper, N. J. L.	Yukon 2354	One Eleven Sutter, Room 1729
San Juan 21, Puerto Rico	McSwain, G. K.	1971	508 Banco Popular
Savannah, Georgia	Wright, N. E.	3-3026	305 Realty
Seattle 4, Washington	Boardman, L. V.	Main 0460	407 U. S. Court House
Sioux Falls, S. D.	Hanni, W.	2885	400 Northwest Security National Bank
Springfield, Illinois	Hallford, F.	2-9675	1107 Illinois
Syracuse 2, New York	Cornelius, A.	2-0141	708 Loew Building
Washington 25, D. C.	Hottel, G.	Republic 5226	1435-37 K Street, N. W.

The Teletypewriter number for each Field Office, including the Bureau at Washington, is 0711, except the New York City Office, which is 1-0711, and Washington Field, which is 0722.

Communications concerning fingerprint identification or crime statistics matters should be addressed to -

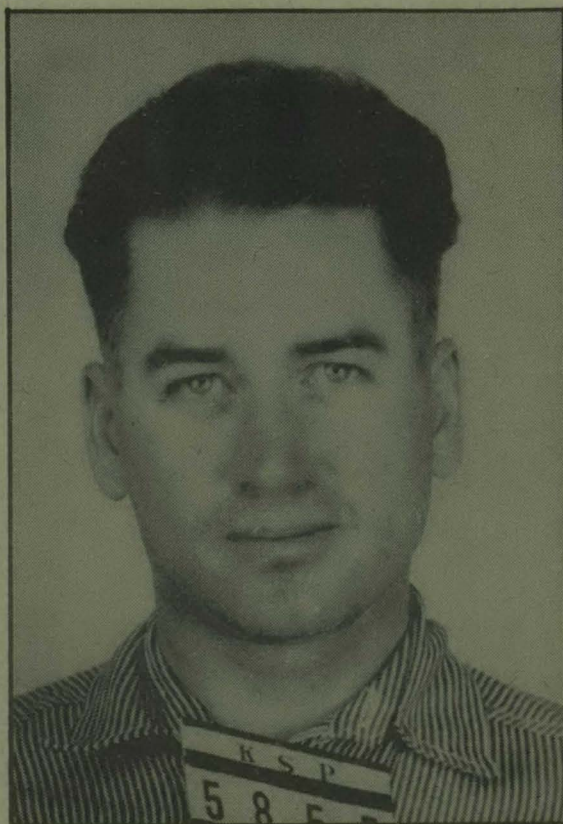
Director
Federal Bureau of Investigation
United States Department of Justice
Pennsylvania Avenue at 9th Street, N. W.
Washington, D. C.

The office of the Director is open twenty-four hours each day.

TELEPHONE NUMBER
EMERGENCY (KIDNAPING)

EXECUTIVE 7100
NATIONAL 7117

WANTED BY THE FBI. . . .



ALLEN BUTLER WOOLWORTH, with aliases

BANK ROBBERY, ESCAPE, AND SELECTIVE SERVICE VIOLATION

Detailed descriptive data concerning this individual appear on pages 40 through 42.