

U. S. Department of Justice
Bureau of Investigation
503-A U. S. Court House & P.O. Bldg.,
Salt Lake City, Utah,
June 12, 1934

PERSONAL

Director,
Division of Investigation,
U. S. Department of Justice,
Washington, D. C.

Dear Sir:

Answering your communication of May 10, 1934,
in which you requested an outline of observations and
suggestions as to the method of procedure to be followed
in conducting a proper surveillance of persons and places
and suggestions as to fundamental points to be covered in
conducting raids, you will find attached hereto an article
dealing with the situation, as prepared by me.

Very truly yours,


JOHN A. DOWD
Special Agent in Charge

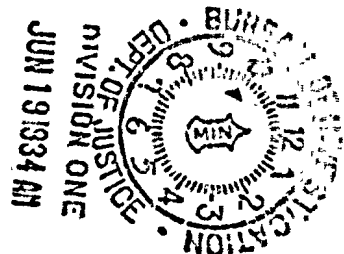
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ANSWERED

RAIDS
(By John A. Dowd)

The apprehension of the average law violator does not require special treatment. Generally, he or she, is a harmless person who may be taken into custody any time his or her whereabouts are known, without fear of violence.

It is the hardened, habitual, ruthless type of criminal who specializes in the commission of crime while armed with dangerous weapons, whose apprehension requires careful planning. It is with this type of criminal we are presently concerned.

No raid should be made without having first made a careful and comprehensive study of the persons whose apprehension is desired; their place or places of abode and the conditions surrounding their abode. It is better, in my opinion, to permit the persons whose apprehension is sought to depart, keeping the persons under a careful and discreet surveillance and determine their next place of residence, rather than make an ill-timed and unstudied raid which may result in the escape of the quarry or the injury or death of some member of the raiding party or of some civilian. Surety of execution is demanded more in conducting a raid than possibly in any other law enforcement activity.

The conditions under which the quarry lives should be determined before the raid is made. The hours at which they depart from and return to their living quarters and the hours at which they retire should be learned. It should never be assumed that the quarry will retire immediately upon returning to their quarters, even though their return is at a very late or unseemly hour.

A raid should be conducted when the quarry is least alert and least prepared to defend themselves, effect their escape, and in general cause trouble and damage to the raiding party. The best time to conduct a raid, if time will permit, is during the sleeping hours of the quarry, which hours may differ according to their habits. During these hours the quarry is usually unclothed and their wits are dulled either from fatigue, sleep or because they are under the influence of intoxicants. Every precaution should be exercised by the raiding party and every advantage taken of the quarry.

Female associates of the quarry who are members of the household, should be considered in the same category as the quarry, because they are equally ruthless and are imbued with a fanatical loyalty which makes them active-aiders and abettors. If the women can be utilized by the members of the raiding party as shields to better protect themselves, they should be so used; and where they are found to be in possession of, or operating firearms directed against the raiding party, they should be eliminated from action in the manner best suiting the occasion.

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Before conducting a raid, the members of the raiding detail should know each other and thoroughly understand the programme to be pursued in effecting the raid, and the part each member of the raiding detail is to carry out. The identities of the quarry, their numbers, their descriptions, their reputation for ruthlessness, the number and kind of firearms they possess, and the reason why their apprehension is sought should be known to every member of the raiding party. Their photographs, if available, should be studied and indelibly impressed on the mind of each member of the raiding detail. Any physical changes adopted by the quarry as a means of preventing identification; such as the acquisition of a mustach or beard, or the dyeing of the hair, should be noted.

The quarry may be found in a field, in a forest, in a house, in a hotel or an apartment. The particular shelter under which they are living must be studied and ~~and~~ the surrounding territory considered, so that strategic positions, both for attack and for defense, may be noted. Approaches to and from the place of abode must be recorded, so that the easiest, quickest and safest approach may be followed and all means of escape cut off. The location of all doors, windows and fire escapes available as means of entrance and exit, must be known and whether or not the doors have transoms and the kind of transoms, should receive consideration. The reputation of the premises should not be lost sight of, because the good or bad reputation may serve either for or against the interests of the raiding party.

Raids conducted during daylight and raids executed during the night hours, require different treatment and plans should be adopted to suit the occasion. If the raid is to be made during night hours, some clear, quick and ready means of recognition should be adopted by the members of the raiding party so that their members, under all conditions, will be recognized by each other. This is an important item and the means by which recognition will be established must be decided upon in advance of making the raid and not left to the last minute.

All equipment carried by the members of the raiding party should be carefully examined sufficiently in advance of the raid to see that the equipment is in serviceable condition and an adequate supply of ammunition should be carried by each member of the raiding party. Besides firearms and ammunition, each member of the raiding party should always carry a small searchlight, wear an armored vest and have a gas mask attached to his person ready for immediate use. The members of the raiding party should not be burdened with excess equipment.

Automobiles, fast and durable, in the very best of condition, operated by skillful drivers, should be available to every raiding party. Powerful searchlights, adjustable to all angles, should be a part of the

equipment of each automobile so that should pursuit of the quarry prove necessary, the lights may be directed to right and left of the highway in order to detect the quarry should the quarry drive into cross roads, vacant lots or into the rear of farm houses or residences and extinguish the lights on their cars as a means of concealment and escape.

One member of every raiding party should operate a "supply car"-- a car, the purpose of which should be to carry extra supplies of firearms, ammunition, gas grenades, gas projectiles, gas masks, searchlights, flares, shields, armored vests, handcuffs, First Aid kit, etc. It should be the duty of the operator of this car to hand out extra equipment to the members of the raiding detail when needed and give such first aid treatment as may be required and in general act as a liaison officer to the raiding group. It should be the duty of this member to take injured members of the raiding group to the nearest doctor or hospital when necessity required, safeguard prisoners who have been taken into custody, contact neighboring law enforcement officers for assistance and be prepared to transmit telephone messages to such persons as conditions might require. If time permits, before a raid is made, the member assigned to operate the "supply car" should secure the names, addresses and telephone numbers of three doctors nearest the raiding area and the name, address and telephone number of the nearest hospital. The names of three doctors should be secured so that should difficulty be met with in contacting the first doctor, no time would be lost in getting medical assistance. The number, location and telephone number of the nearest police unit and fire department detail should be learned. If time will not permit the determination of this information prior to the execution of a raid, this member of the raiding party should, immediately upon arriving within the raiding area, secure this information and he should determine the location of the nearest telephone to the raiding area. The location which the "supply car" will assume in the raiding area, should be immediately reported to every member of the raiding party, or to one member who should see that every other member of the party is advised. The position assumed by the "supply car" should never be changed during the execution of the raid and should be securely locked except when supplies are being handed out. This member should be suitably armed.

It should also be the duty of the person operating the "supply car", as soon after arriving at the scene of the raid as is possible, to make a survey in the immediate vicinity of the place raided, for all automobiles that might be parked on the streets or in garages or drive-ways considered part and parcel of the raided premises. All automobiles found should be searched for firearms and ammunition and for extra license plates and all such articles should be seized and a record immediately made, the record to include a description of the automobile in which the articles were found, the description to include the motor, serial and license number of the cars, as well as the make and style. The cars should be temporarily disabled so that they cannot be used by the quarry as instruments in effecting their escape.

The members of the raiding party should take advantage of every natural and artificial cover as a means of cloaking their advance and protecting themselves. Buildings, embankments, trees, underbrush and automobiles are forms of cover that will always be found. The terrain should be carefully noted. Approaches to the center of attack should be made quietly, secretly and without ostentation. Information that a raid is to be executed should be treated with every confidence.

Members of the raiding party should be assigned weapons with which they are most skilled. While one member may be an expert with a pistol or a revolver, he may not be best suited to handle a rifle, a shot gun, a machine gun or a gas gun. When the carrying of all these arms are considered necessary, the members of the raiding party most skilled in the use of a particular weapon should be assigned to operate that weapon, but every member, irrespective of his specialty should be armed with one or more pistols or revolvers. Every raiding party should have a leader who should supervise the raid. Unisonance of action can best be accomplished when this responsibility is undivided. However, a member, second in command should always be named to assume the duties of leadership in the event the leader is eliminated from activity by injury or death.

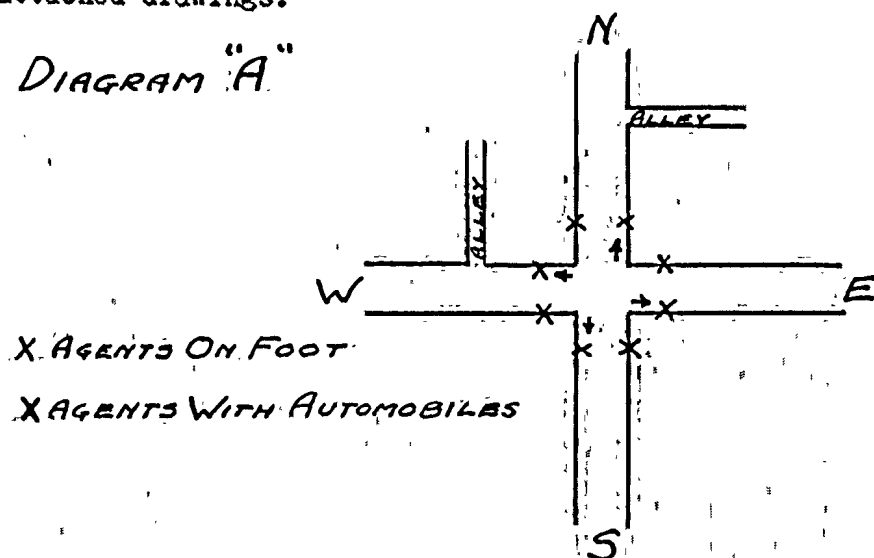
Surveillance of persons and places is an important feature of any raid. Proper concealment not alone affords the maximum of protection, but insures security of operation. Members of the raiding party concealed behind underbrush should look through the brush, never around or over it. If an observatory position has been taken in a room in a house or apartment overlooking a street or lot during the daytime, the observer must assume the position best suited to observe the activity outside the room and at the same time take every precaution that he is not seen. This can often be accomplished by installing a curtain or by darkening the room by drawing the shade on the window through which one is looking partly and the shade on other windows in the room completely down. If similar observation is being maintained during the night hours, the observer should eliminate the use of all light. When one takes his position, he should do so as inconspicuously as possible and act as naturally as he can under all prevailing conditions. It is not possible to indicate what one should do under all circumstances that arise. Ingenuity, tact, judgment and a keen observation of ones surroundings is always necessary and if exercised rationally, a successful surveillance can always be maintained.

If a raid must be made on the spur of the moment and without preparation, a consultation should be had immediately upon arriving at the scene of the raid. The members of the raiding party should not rush madly toward the attacking center without plan or purpose. Some reconnoitering should be done in order to determine the entrances to and the exits from the place to be raided and the position and action each member of the raiding party is to assume and carry out must be speedily determined. If the quarry has not escaped prior to the arrival of the raiding party, their will always be ample time to perfect a working plan.

If the quarry has been located and there is no reason for believing that the quarry will depart in haste, time should be taken to study and observe the attacking center and all information possible should be secured concerning

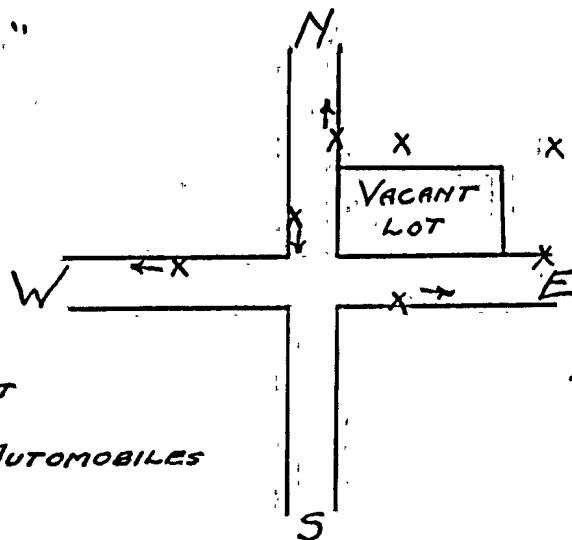
the habitat of the quarry, the numerical strength of the quarry, their habits, the number and kind of their firearms and whether or not they have automobiles and where the automobiles are likely to be located at the time of the raid. Assuming that time will here permit both a study of the center to be attacked and the selection of proper and adequate personnel, the position of each member of the raiding or surveillance party, under usual conditions, should, in my opinion, be as follows as indicated on the attached drawings.

DIAGRAM "A"



The above diagram shows an intersection of two streets, numbering four street corners in a city. From two of the streets alleys run off. Payment is to be made on one corner to a "collector" or is to be left there for the "collector" to call for it. It is assumed there will be ample agents or law enforcement officers available to cover the situation. Agents should be placed as designated and they should be on foot and in automobiles to cover pursuit in the event the "collector" comes on foot or in an automobile and later effects an escape from the trap. Sufficient agents should be on foot to pursue the "collector" in the event he flees through places where an automobile cannot follow and sufficient agents in automobiles in the event he flees in an automobile. Agents should always be placed between the point where the "pay-off" is to be made and such alleys or other means of escape as run off from the principal thoroughfares. The agents who are to operate automobiles should vacate the automobiles, stand by in an unconcerned but watchful manner and permit the motors of the automobiles to run in an idling manner. Only pistols or low velocity rifles should be used in a situation of this kind, where traffic may be fairly heavy. Shot guns and machine guns should not be used, but weapons of these kinds can be carried in the automobiles. In this situation every avenue of escape is guarded irrespective if the "collector" is on foot or in an automobile. Should he drive straight ahead in any direction, automobiles headed in every direction are available and should he turn a corner the situation is the same. If he is on foot the agents assigned to operate cars can enter into the pursuit and should he be in a car, the agents on foot can join the agents in the car, in which event there will be an operator of a car and an operator of a firearm of either low or high velocity.

DIAGRAM "B"

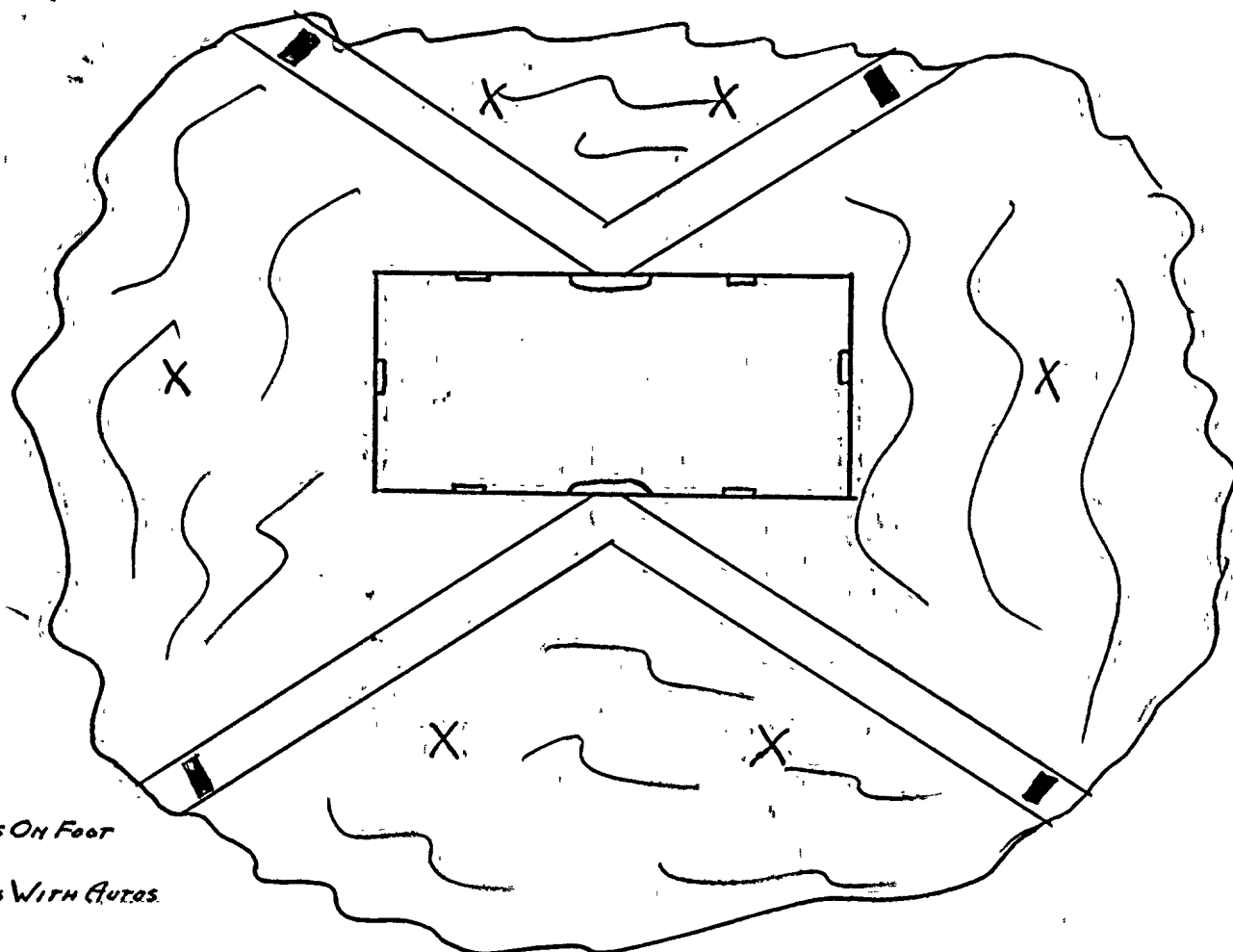


X AGENTS ON FOOT

X AGENTS WITH AUTOMOBILES

The diagram above shows an intersection of two streets, comprising four corners, on one of the corners is a vacant lot, either surrounded or not surrounded by structures. The payment is to be made to a "collector" in the lot or left in the lot until the "collector" calls for it. It is believed the agents on foot and operating cars should be stationed as indicated, the agents in the cars to join with the agents on foot in the event the "collector" arrives on foot or vice versa, if he arrives in an automobile. The automobiles of the agents should be stationed, facing in the directions indicated, the engines idling and the agents assigned to operate them concealed not far distant from them. The agents on foot should also be concealed at such places and in such manner as will permit a speedy exit. If no structures are adjacent to the vacant lot, concealment should be made by such natural covers as may exist. The cars should not be parked so as to attract suspicion and if necessary should be parked, in some instances behind adjacent structures, in drive ways part and parcel of the property upon which the structures stand and in other instances certain of the cars should drive around in the neighborhood of the vacant lot prior to, at and after the hour the "collector" is to arrive. No hard and fast method of procedure can be suggested in a case of this kind. The situation may not warrant as many automobiles or men as is indicated. One or two automobiles may suffice. However, the lot should be adequately covered and escape from all sides cut off. The arms to be carried are pistols and rifles or machine guns set to fire semi-automatic.

DIAGRAM "C"

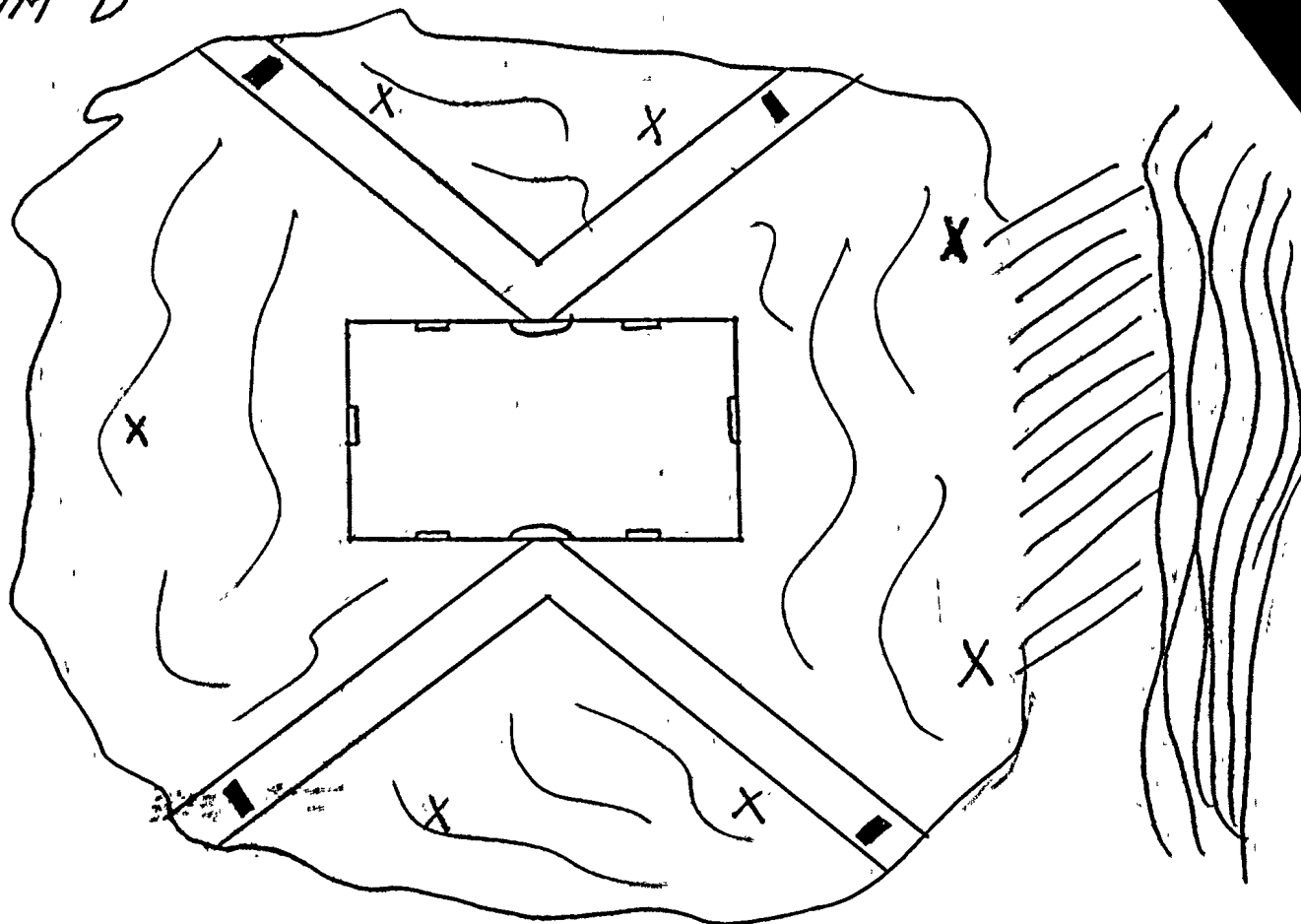


X AGENTS ON FOOT

■ AGENTS WITH AUTOS

This diagram is of a house in an isolated section. It has roads, paths or trails leading to the front and the rear. It is surrounded by woods. It has a front and a rear door, two windows on the front and two on the rear and a window on either side. Agents should be stationed as indicated, one agent covering each of the several windows. These agents should be stationed a reasonable distance from the windows, protected by such cover as is available but in full view of the point watched. These agents in the front and rear of the house are to care for the exit represented by the front and rear doors. Agents with automobiles are to be stationed at a strategic point on the roads, paths and trails blocking them in such cases where automobiles can be placed. Where ever fire comes from within the house; that is, if from a window or a door, the agents assigned to cover those points will return the fire. The roof of the house is to be watched for machine gun "set ups". If there are upper windows, the agents assigned to cover the lower windows will also cover the upper windows. These agents will be armed with rifles and machine guns set at a semi-automatic and with pistols or revolvers. The agents in the cars will have miscellaneous weapons, rifles, machine guns and shot guns. One agent should approach the house in as safe a manner as he can until he gets close enough to make his voice heard within. He should make known that the house is surrounded and call upon the inmates to surrender and if no surrender is made, he should return to his post and all agents should remain alert, undertaking such fire as will prompt the inmates to return it, making known their positions. Intense fire should then be directed at such points in the house. The use of the gas gun and gas grenades should not be lost sight of and every effort should be made to penetrate the doors and windows with gas. If necessary the premises should be ignited to force the occupants outside.

DIAGRAM "D"



X AGENTS ON FOOT

■ AGENTS WITH AUTOS

■ X AGENTS ON OPPOSITE SIDE OF WATER

This diagram is the same as Diagram "C", except that on one side of the house there is a lake, stream or river. There is underbrush or woods on three sides. The agents should be stationed as designated, covering windows and doors and at a point alongside of the water. If there is an embankment near the water, the agents stationed there should use it as a cover and be on the alert for anyone approaching it from the direction of the house. If there is a road on the opposite side of the stream, two agents should be stationed there in an automobile to cover the escape should the quarry gain the opposite side of the water. The same action should be taken against the premises as is indicated in Diagram "C." The same weapons of attack should be used.

No diagram is being considered for an apartment in an apartment building. However, the front and the rear doors of the apartment building should be covered, as should all windows, by agents armed with machine guns set at semi-automatic and with shot guns. At each end of the hallway of the floor on which the apartment is located, an agent should be stationed if there are stairs at each end, one flight leading up and one flight leading down. One or two agents should be designated to look after the front door leading into the apartment. These agents should be very cautious and not place themselves directly in front of the door. They should assume a position on either side of the door with their backs to the wall and if a study of the apartment has been made and it is found that shots fired from within the apartment could penetrate the wall, because of the layout of the rooms in the apartment, they should not stand in the position stated, but should assume a prone position just long enough to penetrate the door with a sledge hammer or axe to permit the injection of gas into the apartment. Practically all apartments have telephone installation and if it is found that the apartment occupied by the quarry has such, an agent should determine the number of the apartment telephone and call it and make known the presence of the officers and ask for a surrender. If declined, he should report to the guarding detail and efforts should be made to inject gas. If there is not a telephone, or no response to one is given, then the presence of the officers and a call for surrender should be made known before firing or other means of overcoming the quarry is decided upon. No effort should be made to break into the apartment when it is known to house dangerous and ruthless occupants. This means annihilation of the attacking agents. A waiting game should be played, an effort being made to inject gas into or fire into the apartment. Where there are fire escapes leading from the apartment, they should be covered by agents stationed on the roofs of adjacent buildings or in the windows of adjacent buildings at points above and below the apartment occupied by the quarry. This will permit a fire from two points should firing emanate from the apartment window directed at the ground forces or should the quarry seek to leave the apartment via the fire escapes. Where it is found that gas cannot be injected into the apartment through the front or rear doors of the apartment, consideration should be given to forcing it through the windows from points occupied by agents in neighboring buildings. The agents detailed to cover the front door of the apartment should abandon their position near the door in the event the quarry comes out into the hall. These agents should then join the agents stationed at each end of the hall, who should not maintain a position at each end of the hall, but advance part ways up or down the flight of stairs at either end, to such a point as may afford cover. This will take the agents out of the cross fire area and permit a fire from two points against the quarry who have come into the hall.