

As to the structure and details, I will defer to Inspector Cottell, who is unparalleled in his knowledge of the intimate details of the organized underworld.

As a general statement, however, let me say that there is no legal distinction between organized crime and any other criminal conduct. Because there is no legal distinction, and for other reasons, the expression "organized crime" is not subject to easy definition. In fact, it is almost impossible to define in a coherent sentence. We know very much what it is not, but it is very difficult to define what it is, although we can all recognize it when we see it.

As you know, any group of individuals who organize or join together for the purpose of committing an unlawful act are—by definition—conspirators, and they are accomplices of each other in any completed crime that they commit.

We do not, however, classify all conspiracies as organized crime. This would be a far too broad-based definition, and would of necessity include groups of criminals who are clearly not members of the organized underworld.

Organized crime, as the expression is employed by law enforcement agencies, does not, for example, embrace burglary rings or groups of car thieves or gangs of muggers. Nor does the expression contemplate those conspiracies involving subversive activities, although certainly those conspiracies are highly organized.

Organized crime refers to that confederation of underworld elements who utilize a distinctive mode of operation in the pursuit of criminal activities, and whose operations are conducted within the framework of a recognized hierarchy—the structure of which and existence of which is extremely durable.

The organized underworld—unlike other criminal conspiracies—does not depend for its existence on any particular individual or individuals. It has, indeed, a continuity which exists despite its periodic and sometimes violent changes of leadership.

Now, as to the activities of the organized underworld—it cannot be said blankety that individual members of the underworld never commit crimes such as robbery or burglary, what is commonly referred to as street crimes. This is not true—they do from time to time. But this is not generally considered as part of their underworld activities. When we refer to organized crime, we generally have in mind crimes dealing with four areas—gambling operations, labor racketeering, narcotic traffic, and loan sharking.

The underworld, it may be said, exists by supplying illegal services which are sought after by willing victims—at least in the beginning—until they become the victims.

The principal feature of the organized underworld is its authoritarian nature. I think yesterday one witness referred to it as fascistic. I think the words are synonymous in this case. It is quite true. This feature is evident in both the external and internal activities. Internal authority is ruthlessly enforced, and loyalty and fealty are guaranteed by the ever-present threat of very serious violence and murder.

External activities of the organized underworld are similarly marked by rigid control.

The organized underworld does not limit itself in its interest to one side or the other side of any particular area. It will try to invade, infiltrate, and control both sides. I think labor racketeering is a good