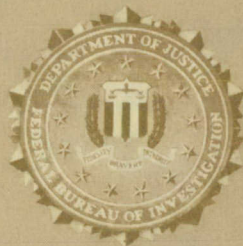


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Law Enforcement

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J. Edgar Hoover, Director

FBI Law Enforcement Bulletin

Restricted to the Use of Law Enforcement Officials

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





United States Department of Justice
Federal Bureau of Investigation
Washington 25, D. C.

May 1, 1957

TO ALL LAW ENFORCEMENT OFFICIALS:

At the approach of the warm months and the beginning of the seasonal rise in sex crimes, there is a special need to focus public attention on a despicable business--the sale and distribution of obscene material. The serious danger of this "big-business" criminal enterprise lies in its degrading influence on youth and American communities. Too often the purveyor of filth in the form of movies, playing cards, books, photographs and other devices, reaps a rich reward as a result of lackadaisical public opposition to his evil occupation. The carefree hours of school vacation time afford these parasitic peddlers of ugly wares many opportunities to claim the inquisitive and impressionable minds of the Nation's youth.

The most effective means of preventing juvenile crime is proper adult guidance and practical moral training in the home, school and church. A breakdown in this basic phase of adult responsibility, however, is clearly evidenced by the spiraling youth crime statistics. The shame of this problem lies in the fact that all too frequently the clean-living majority of our youth seek in vain for guidance through the pitfalls of this modern era. Many letters which I receive from the younger population implore help against these temptations, particularly the obscenity bombarding them from all sides. One seventeen-year-old stated that even though lack of family life and absence of religious training were seeds of the youth problem, certainly sordid literature, pornography, and other forms of obscenity acted as fertilizers to nourish these seeds into juvenile crime. His cry, typical of the respectable youngsters across the country, was, "Please do us American teen-agers a big favor and get rid of the trash that is trying to kill us."

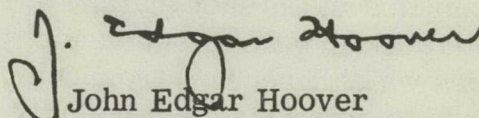
Only with disastrous consequences can adult America disregard this plea of young citizens. Although statistics are not available to compute the exact influence of the illicit traffic in obscene material on the incidence of sex crimes, it would be naive indeed to assume that there is no relation between the mounting deluge of such filth and the increase in sex crimes. In crimes reported by police in cities over 2,500 population, the crime rate of persons involved in sex offenses, excluding rape and prostitution, rose from 38.5 per 100,000 population in 1953, to 41.7 per 100,000 in 1954, to 45.3 per 100,000 in 1955, and reached 47.5 per 100,000 in 1956.

The weapons for combatting this menace must be found or forged in the arsenal of local, state and Federal laws. One major blow at these dealers in indecency was the amendment of the Interstate Transportation of Obscene Matter Statute in June of 1955, giving the FBI additional jurisdiction in cases involving the use of personal automobile or any other form of transportation, as well as express or common carrier, in such interstate trafficking.

What are the next steps? There must be cooperative public and police effort to assure that local ordinances against obscenity are adequate and rigidly enforced. While these sewage salesmen prosper in the loopholes of weak laws and "license-fee type" small fines, heavier sentences or jail terms upon conviction serve as strong deterrents to their trade. Parents, school authorities and law-abiding citizens interested in the welfare of youth must share the duty of reporting sources of obscene material to the proper officials. Most certainly, local civic leaders and legislators have a responsibility to their communities in the matter of controlling this pollution problem. It is indeed an obligation of police officials to enforce the law to the maximum limit to rid their localities of this vermin.

Public opinion and coordinated action can sound the death knell for the obscene material peddler. Assuredly, each and every citizen must contribute to the fight against filthmongering or suffer in the contamination spread by this diseased business.

Very truly yours,


John Edgar Hoover
Director



FEATURE ARTICLE

Territorial Police Department Serves Citizens of Alaska

by SUPT. AUGUST P. "BOB" BRANDT, *Department of Territorial Police, Juneau, Alaska*

Alaska's Department of Territorial Police is one of the younger law enforcement organizations in the world. It has the largest area of jurisdiction among American State police organizations, and operates routinely in a region with more severe weather conditions than those found in any other State or Territory. Alaska, with an area of 586,400 square miles, is equal to one-fifth the total size of the 48 States. The distance from the northernmost point in the Territory to the southernmost is equal to the distance from Maine to Florida, and the distance from the Canadian border on the east to the Aleutian Chain on the West equals the distance from New York to California.

Within this great area, 48 Territorial police officers are the principal agents of rural law enforcement and justice. The department is an executive agency of the Territorial government, dependent wholly upon the budget appropriations of the Territorial Legislature for its operations.

The personnel of the Territorial police are on duty throughout the year in 18 separate posts and detachments, from Ketchikan in southeastern Alaska, to Point Barrow and Kotzebue, well within the Arctic Circle in the northernmost part of the Western Hemisphere. Temperatures in many of these areas range from 90° in the summer to a bone-chilling 75° below zero in the dead of winter.

History

Historically, the original American law enforcement officers in Alaska were the United States marshals. During the years following the purchase of the Territory from Russia in 1867, and until the war-boom period of the 1940's, these Federal officers were the principal agents of justice. During the early period of our history there were no law enforcement problems similar to those of the historic western frontier lawlessness. Land grabs were nonexistent in an area

with millions of acres of free land which could be homesteaded and settled. Water shortages and cattle wars were never problems, and native uprisings did not occur. In Alaska, the native inhabitants and the newcomers existed side by side with a minimum of friction.

The handful of United States marshals and their deputies functioned effectively during the early period of Alaska's history. The need for other law enforcement officers to supplement the United States marshals in the rural areas was first made a subject of national attention in 1904, when President Theodore Roosevelt in his State-of-the-Union message recommended that a mounted constabulary be created to police Alaska. Although the establishment of a constabulary for Alaska was considered from time to time by the Congress, and provision was made for it in several bills, these bills never reached enactment.

The model upon which President Roosevelt based his original assessment of law enforcement needs in the Territory was the Royal Canadian Mounted Police. The name of this organization, which was established in 1873, has become inseparably associated with the reign of Anglo-Saxon concepts of law in the most remote wilder-



Supt. August P. "Bob" Brandt.

ness areas of Canada. There were Canadian Mounted Police at Chilkoot Pass in 1899 to welcome American prospectors en route to the gold fields at Dawson. In the entire area of Alaska, at the same time, there were only three United States marshals with the responsibility for an equally large and thinly populated area.

The Second World War provided great impetus to the growth of the Territory. Its position of national military importance necessitated the stationing of thousands of Armed Forces personnel in military, naval, and air bases throughout Alaska. Many thousands of civilian workers came to the Territory and subsequently settled to make their homes in one of the score of small cities or to carve a homestead from the wilderness. It was inevitable that in the wake of war, and with the general increase of population, the crime problem should rapidly outgrow the archaic law enforcement system which had served the Territory in the past.

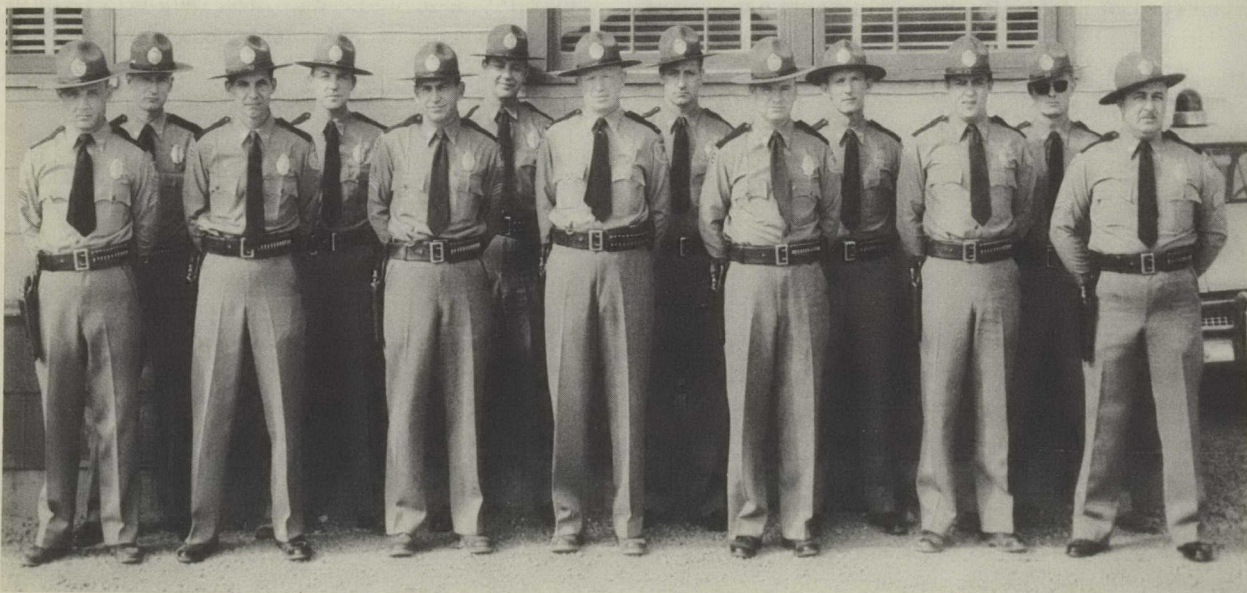
New highways were constructed, linking the Territory by road with the United States, and joining the principal cities and communities of the interior. To meet its responsibility for general traffic control on the rapidly burgeoning highway system, the 15th Territorial Legislature in 1941 authorized the creation of the Alaska Highway Patrol. At the time of its organization, the highway patrol, forerunner of the present Territorial Police organization, consisted of four officers stationed individually at Anchorage, Fairbanks, Ketchikan, and Juneau. The duties and

personnel of the highway patrol were gradually expanded to meet the need for additional rural law enforcement officers, but its functions were necessarily limited by its original responsibility for traffic control.

In 1953, the Department of Territorial Police was created, with the intent that it should assume the principal responsibility for law enforcement in the rural areas of Alaska.

The growth and development of the Department of Territorial Police have paralleled the tremendous increases which have taken place in the population of Alaska during the past decade. In 1941, the year in which the Alaska Highway Patrol was first organized, there were 72,524 residents of Alaska and 6,984 registered vehicles. At the present time, the population is in excess of 200,000 persons, and the vehicle registrations have climbed to 61,000.

We have approximately 4,500 miles of improved paved highways in the Territory, and each year the highway system is expanded by the addition of new roads. During 1957, the opening of the Denali Highway will make it possible for motorists to drive to the foot of Mount McKinley, the highest mountain peak on the North American continent. The highway system is rapidly becoming the key to the future economy of the Territory and the means for the exploitation of vast undeveloped timber, mineral, and farming areas. These highways are equally important as a part of our national-defense system. Contrary to popular beliefs in the United States,



Members of the Anchorage Detachment.

these highways are open throughout the year and are constantly patrolled. During the past 5 years there have been no instances where motorists froze to death or suffered other injury as a result of having been stranded on a Territorial highway.

The number of our automobiles and drivers and the extent of our road system are somewhat less than negligible in comparison with even the smallest of our 48 States. Rhode Island is approximately one five-hundredth the size of Alaska, and has many times the mileage of improved highways. Yet, in Alaska, as elsewhere in the United States, automobile accidents are draining the life and wealth of our people. The average of 58 traffic fatalities per year would be considered excessive in any community or rural area with a population of only slightly more than 200,000 persons. Alaskan drivers are equally inclined, like their compatriots on the "Outside," to be rather heavy with the accelerator.

One of the peculiar traffic problems which the motorist may encounter in Alaska, and which is unique in some respects, is that of the "pedestrian moose." The favorite animal of Alaskan hunters, and a symbol of America's great Territory to many "outsiders," the moose is also an incorrigible jaywalker and traffic hazard to Alaskan drivers. The moose have a dangerous habit of darting from the brush along the highways, and in the winter months they prefer the broad bare highways to the deep snow of the surrounding countryside. As a result, several hundred automobiles are damaged and almost an equal number of moose are killed each year. The problem is so frequently encountered that the officers of the Territorial police receive special training in dressing the moose in order to preserve the meat, and each vehicle is equipped for this purpose with a sharp-bladed hunting knife.

At this time, the department is organized by divisions to correspond with the Federal court jurisdictions in Alaska. Detachment offices are maintained at Ketchikan, Fairbanks, and Anchorage, and the departmental headquarters is in the Territorial Capitol, Juneau. In addition to the detachment offices which are the principal administrative subdivisions, there are 14 posts, each manned by either 1 or 2 officers. Many of these posts are located adjacent to the interior highway system or on the Alaskan-Canadian border. Others are accessible only by boat or aircraft.

Much of the routine patrolling is accomplished by motor vehicles. In areas where there are no

roads, we use aircraft, weasels, and propeller-driven snow-sleds. Contrary to popular belief, the dogsled is not a common mode of transportation in Alaska at the present time. Many teams are still in active use, but primarily for sporting purposes. Dog teams are used as a means of transportation only in the remote areas of the Second Judicial Division. The aircraft has largely supplanted the dogsled as a method of transportation in the Far North.

Among the residents of Alaska, there are two distinct groups of native residents—the Indians and the Eskimos. If an imaginary line were drawn paralleling the Brooks Mountain Range in northern Alaska, generally speaking the people to the north of this line would be Eskimos, and those to the south, Indians. Such a line would approximate the timberline, with the Indians living in the timber or bush country, and the Eskimos in the barrens.

A typical operation of the Territorial Police in this northern area can be found at Point Barrow, about 250 miles north of the Arctic Circle. The officer stationed in this community is the only law enforcement agent within several hundred square miles and is responsible for an area extending from the Canadian-Alaskan border on the east to Point Hope on the western tip of the continent. On a clear day, Russian Siberia is plainly visible from several points on the Alaskan mainland.

During the past 2 years, this area has been the scene of an intensive construction activity preparing the facilities for the operation of the "Dewline" radar chain. The presence of large



Officer examines "ski-snow-buggy."

numbers of construction workers, the introduction of liquor into otherwise "dry" native villages, and other factors incidental to this construction development have affected and will affect the normal procedure of law enforcement.

The Eskimo is an extremely law-abiding person. The law enforcement officer is usually a welcome visitor in these villages, and the incidence of criminal behavior among these people is insignificant. The Eskimo communities in this area have a unique village council type of government which acts as a local court to try offenses against the community laws and against the peace of the village group. The Territorial Police officer generally acts only as an agent and official observer during the regular village council court sessions which are convened in the community schoolhouse. Cheerful, industrious, and cooperative, the Alaskan Eskimo rarely commits any of the more common crimes and offenses.

The Indian is more reticent than the Eskimo in contacts with a police officer whom he has not known for many years. The effectiveness of an officer conducting an investigation in these Indian communities is therefore limited.

Alaska has been considered to be a "frontier area," and like most undeveloped and sparsely populated areas, it experiences an unusually high incidence of "crimes against the person." It is difficult to isolate any single cause for this, although it is generally characteristic of areas with a highly individualistic and transient population. The Royal Canadian Mounted Police in the Yukon Territory have a similar experience. Unfor-



Patrol car in Thompson Pass on Richardson Highway, which is kept open all year.

tunately, the problem is further aggravated by the fact that many persons come to Alaska with the misconception that, as a frontier area, it has the traditional frontier concepts of law and order.

Our largest cities, Anchorage and Fairbanks, have experienced a phenomenal growth during the past 10 years. From wartime boomtowns, they have grown into stable family communities and, in spite of the regular influx of thousands of seasonal construction workers and fishermen, the incidence of criminal behavior is not appreciably high. In the remote villages and more sparsely populated areas there is a higher incidence of crimes against the person. Many of these occurrences are impossible to prevent due to the absence of resident law enforcement officers. A close working relationship also exists among law enforcement agencies in Alaska. At Juneau, Anchorage, Fairbanks, and Ketchikan, the municipal and Territorial Police departments together with Federal and military enforcement bodies are combined into one investigative unit or "crime squad." The investigative talent of the four departments, operating under the direction of a Territorial Police lieutenant, is pooled in the investigation of major crimes occurring in the urban and semi-urban areas. The record of accomplishments by these groups is the best testimony to the harmonious working relationships existing between organizations with overlapping jurisdictions.

Besides performing the ordinary police duties which are the same for police officers everywhere, the Territorial Police do many things which are ordinarily entrusted to other specialized departments. The Territorial Police officer may be called upon to inspect a public building for compliance with fire regulations, transport injured persons to the nearest hospital facilities which may be 150 miles distant, or to conduct the inspection of a bar or roadhouse for the purpose of approving issuance of a liquor license. He may be called in the middle of a winter night to participate in the search operation seeking a party of lost hunters, to drag a lake or stream for the body of a drowning victim, or to look into matters related to welfare work or payments to destitute victims. Customs duties, inspection of weighing and measuring devices, the enforcement of fishing, wildlife, and predatory hunting laws as well as many other activities are functions of the Territorial Police which differ from the routine of regular police work.

CRIME PREVENTION

Juvenile Traffic Court Helps in Youth Problem

by FRED WILKINSON, Chief Probation Officer, 18th
Judicial District, Bozeman, Mont.

The first function of a court is to protect society. This protection must be given consistent with the rights and dignity of the individual. A juvenile court differs from other courts in that it deals with persons whose age and lack of maturity are special factors in the determination of responsibility for their acts.

The juvenile court plays a number of roles. It protects the community and often serves *in loco parentis* for the child. This demands flexibility as the courts must look at each case on its own merits, always considering the welfare of the child.

Before a juvenile traffic court was established in Bozeman, traffic violations by the teen-agers in Gallatin County, Mont., presented a serious problem. The police, sheriff, and highway patrol forces of this district were seeking an answer as to what could be done with juvenile traffic offenders. Fines imposed in a police traffic court, they found, came out of the parents' pockets in most cases, and had little deterrent effect on the bad driving habits of the juvenile. A fine in police court along with a lengthy lecture on the dangers of careless driving habits often produced nothing more than another item for the teen-ager to brag about to his friends.

Title 10, chapter 6, of the Revised Codes of Montana, 1947, under section 10-602, 2. (f), gives one part of the definition of a delinquent child: "A child who unlawfully, negligently, dangerously, or wilfully operates a motor vehicle on the highways of the state or on the roads and streets of any county or city so as to endanger life or property, and a child who operates a motor vehicle on such highways, roads or streets while intoxicated or under the influence of intoxicating liquor." Using this as a basis, the juvenile traffic court was set up under Judge W. W. Lessley, as a means of impressing the juvenile with the seriousness of negligent driving.

The juvenile traffic court, set for 3:30 o'clock of each Monday afternoon, is held in open court but the hearing is closed to the public. The ju-

venile and his parents are cited to court on an order from the judge which is initiated by a petition from the probation officer or the traffic officer who apprehended the violator. (Usually it is the latter case.) The county attorney is in attendance as are the court reporter, clerk of the court, probation officer and witnesses. The hearing is formal with the judge wearing his robe and the clerk of court swearing in the witnesses. After the evidence is heard and the juvenile defendant has been given a chance to testify, the court makes its decision.

The usual action taken if the decision is against the defendant is to "ground" the juvenile for a period, which may range from one week on up to the time he reaches his 21st birthday. Usually a first offender is "grounded" for 2 weeks, 3 months, 6 months or 1 year, depending upon the extent of the violation. In passing this restriction to the juvenile the judge takes ample time to explain the seriousness of the situation and his reason for "grounding" the young driver.

When "grounded," the juvenile places his driver's license with the probation officer, who



Fred Wilkinson.

notifies the local police, sheriff and highway patrol headquarters as to the action taken. The probation officer also completes and sends to the state office of the highway patrol a form which gives a brief story of the case and its disposition. This close liaison between the court and the law enforcement officials is vitally important as a method of forcing the grounded driver to obey the order of the court.

The juvenile traffic court was established as an all-out effort to rehabilitate the juvenile driver who has developed a careless and dangerous attitude toward his driving habits, to effect a more considerate attitude toward other motorists on the part of the teen-age driver, and to put a stop to the dangerous driving which occurs when liquor and teen-age exuberance are mixed. These drivers are taught that driving is a privilege and not a right—a privilege which can be, and in most cases is, taken away when not used properly. When a teen-ager hands his driver's license to the probation officer for a period of 6 months or a year, he is not inclined to go out and brag to his friends on how smart he was. It is a lesson which grows as the time progresses and,



Judge W. W. Lessley.

when at last he is again in possession of his license, he is very apt to be a more careful and a much wiser driver.

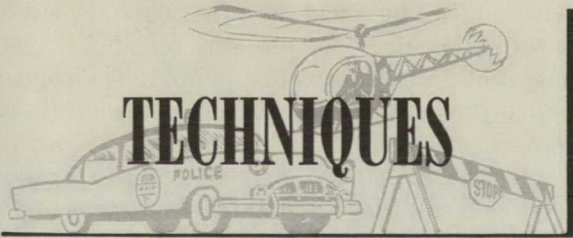
A car is one of the most significant items of social prestige to today's teen-ager and to be deprived of the use of it is of much greater psychological importance than having to pay a 10- or 20-dollar fine. By having the teen-ager turn his license over to the probation officer, and in some cases, by having him report regularly to the probation officer, the court removes the possibility of the teen-ager being able to inveigle his parents into letting him drive again before his allotted time is over.

The juvenile traffic court was first held in the eighteenth judicial district on January 25, 1954. Through December 5, 1956, fifty-eight juveniles were cited into juvenile traffic court. The court seems to have a deterrent effect on the reckless driving of the teen-agers as can be seen by checking the record of juvenile traffic court cases. There are periods when several juvenile traffic cases are heard at closely spaced intervals and then such a period may be followed by a comparatively long interval in which there are few if any juvenile traffic offenders in the court. Then as the memory of the fate of the offenders dims in the minds of their contemporaries, there is once more a rise in the number of violations.

The juvenile traffic court eliminates much of the resentment between the juvenile driver and the traffic policeman. The juvenile usually does not hold a grudge against a law enforcement man for apprehension, but he often is resentful of punishment. When the punishment is in the hands of the court, the juvenile finds he has only himself to blame and does not enter into grudge relationships with the enforcement officers.

In the 18th judicial district the juvenile traffic court seems to pay dividends in lessening the incidence of drag racing, careless driving, speeding, and driving while intoxicated and in increasing the respect for driving regulation laws and law enforcement. It is not "funny" to be cited into juvenile traffic court, along with your parents, in Bozeman, Mont.

This traffic court may not be a perfect answer to the problem, but it makes for close liaison among enforcement agencies; makes punishment speedy, certain and powerful; and, at the same time, retains the rehabilitation doctrine so necessary for juvenile courts.



Enlisting Public Assistance in Fugitive Hunts

In this era when crime is on the upswing, when more than 2,000,000 major crimes are committed annually, and when the ratio between the number of criminals and the number of law enforcement officers in the country weighs heavily in favor of the criminal, law enforcement must make full use of every resource at its command. One of the greatest of these resources is the cooperation of the public. Time and again, private citizens have proved that they are more than willing to help when it is within their power to do so.

How can law enforcement obtain this assistance? Experience has shown that it is necessary only to let the public know of the need, to let them know how to help, and then ask for their assistance. In doing this, it is also necessary to emphasize that law enforcement neither expects nor wants any assistance which will jeopardize the safety of the private citizen.

Citizens must be assured that the fact that they furnished information will be kept in the strictest confidence if they so desire. This promise must never be violated.

Value of Publicity

The value of publicity in soliciting public cooperation has been proven over and over. Of the first 92 Top Ten fugitives apprehended, 37 were taken into custody as a direct result of the publicity given to the descriptions, photographs, and backgrounds of these fugitives. Alert citizens recognized the fugitives from the widely distributed data and furnished information to the FBI or local authorities, resulting in the apprehension of the wanted men. In addition to the Top Ten, many other fugitives have been apprehended in this manner. In cases in which citizens furnish valuable information, the FBI follows a traditional and rigid policy of not revealing the names of these citizens except when the helpful individual requests or agrees to have his identity made public. On several occasions in the past, observant citizens who furnished information

leading to the apprehension of fugitives have received public recognition after voluntarily identifying themselves in connection with the assistance rendered.

Cooperative radio and television stations throughout the country perform valuable public service in broadcasting descriptions of wanted fugitives. The help of these media allows law enforcement to enlarge the manhunt to include the whole expanse of the listening audiences.

This technique has been most successful. For example, one television station, WGAL in Lancaster, Pa., has been responsible for the apprehension of two fugitives.

In addition to helping effect apprehensions, news media sometimes aid in the identification of the perpetrators of crimes. For example, two men robbed a bank in Illinois. The FBI, through a local television station, furnished to citizens in the area a verbal description of the subjects, plus an artist's conception. Response was immediate. A citizen notified the FBI of two persons who fitted the descriptions and whose recent activities indicated that they had "come into money." The tip proved to be correct and the two robbers were brought to justice.

The Press

The printed word, accompanied by photographs, has been instrumental in locating many fugitives. Newspapers, magazines, trade journals and other publications afford cooperation to law enforcement by carrying photographs and descriptions of selected wanted fugitives. In this printed material, men and women, boys and girls, in large and small communities as well as rural areas throughout the country, find information which enables them to identify as a fugitive some person whom they know or have seen. A Top Ten fugitive was returned to prison because a South Dakota boy recognized him from a picture in a copy of the *St. Paul Dispatch* which the boy's mother had placed on a freshly scrubbed floor.

Another fugitive was apprehended because a man, who at his own request still, remains anonymous, saw the fugitive's picture in a February 1955 issue of *Sepia* magazine handed to him by a porter on a train. The Good Publishing Co. of Fort Worth, Tex., publisher of *Sepia* and other magazines, has been of assistance in the apprehension of several fugitives.

A single feature article which appeared in *The Saturday Evening Post* in 1953 was responsible for the location of three fugitives within a month after publication.

Information published in the *Oregonian*, a newspaper published in Portland, Oreg., led to the arrest of two fugitives. One of these men had been a fugitive for almost 3 years when publicity concerning him was circulated throughout the country. Two days later he was captured.

Another fugitive had lived in a town in California for over 2 years and had been a fugitive for 4½ years when he was placed on the FBI's list of "Ten Most Wanted Fugitives." Within 24 hours after the publicity concerning him was released, he was taken into custody by local officers. An alert citizen had seen this fugitive's photograph and background story in the *Los Angeles Herald Express*, noting especially the fact that he had a particular tattoo on one arm and that he had been employed previously as a pinboy in bowling alleys. The citizen talked with local officers, who subsequently arrested the fugitive at a local bowling alley where he was employed as a pinsetter.

Trade Publications

Professional publications have also aided law enforcement in fugitive hunts. If investigation or background information indicates that a fugitive may contact persons in a certain profession or trade, it is a good practice to inform the people in that particular type of work. For example, one fugitive was known to contact doctors at frequent intervals, complaining of severe kidney pains. In return for services, sedatives and narcotics, he would give fraudulent checks. In searching for this passer of fraudulent checks, the FBI enlisted the aid of a publication distributed to persons affiliated with the medical profession. A photograph and description of the fugitive were set out in an issue of the magazine. A few days after the magazine was distributed, a druggist was confronted by a man who wanted

medical attention. The druggist recognized the man as being identical with the fugitive pictured in the magazine. The druggist referred the man to a local doctor and called police. The fugitive was apprehended by local police as he left the doctor's office.

A fugitive who was expected to seek employment as a salesman in clothing stores was apprehended as a result of circularizing these stores. First, his description, modus operandi and photograph appeared in newsletters circulated to clothing stores throughout the country. In addition, his photograph and description appeared in trade magazines. This publicity resulted in pinpointing his presence in the area of Chicago, Ill. His identification order was then sent to 1,150 clothing stores in that vicinity. This circularization resulted in the subject's location.

Wanted Notices

Identification orders and wanted flyers have long been recognized as aids by law enforcement and as obstacles by fugitives. Examples of identification orders and wanted flyers leading to apprehensions of fugitives are numerous and varied.

A check passer who traveled widely by car and by bus was caught as a direct result of his wanted flyer's being posted in motels. The decision was made to circularize motels because this fugitive stopped at motels during his travels and often victimized motel owners in his check-passing activities.

There are cases of apprehension in which the arresting officer had in his possession an identification order or wanted flyer on the fugitive he was arresting. In others, a quick check of identification orders at headquarters has confirmed an officer's feeling that a man he has seen is a wanted fugitive. For example, an officer who stopped at a service station to make a telephone call thought the operator looked like a fugitive whose likeness he had seen on an identification order. He quickly rechecked the identification order, noting in addition to the physical resemblance that the fugitive's occupations had included service station operator. He returned and arrested the man, who admitted his identity.

In another case, an ambulance attendant's face looked very familiar to a New York City patrolman who was accompanying the victim of an attempted suicide to a hospital. Returning to the police station, he reviewed FBI identification

orders and picked out one which agreed in description with the suspect. Accompanied by another officer, the patrolman returned and arrested the ambulance attendant. Comparison of his fingerprints with the fingerprint data given on the identification order showed that the patrolman's conclusion was correct.

Many other examples illustrating the value of publicity could be given, but the basic principle is the same in every case. The purpose of publicity is to make it impossible for a fugitive to go anywhere without being recognized. The case of Joseph Franklin Bent illustrates the far-reaching results of publicity. A man in Alaska saw a picture of Bent in an issue of *Pageant* magazine. He advised the FBI that he believed Bent to be identical with a man who had previously resided at Monterey, Mexico. Investigation at Monterey led the FBI search to Texas City, Tex., where Bent was located and apprehended.

Of course, the expense of widespread publicity is prohibitive in many cases, especially in the smaller departments. There are methods which these departments can use, however, which do not require great expenditure of funds. For example, a person who impersonated Government employees and who victimized Methodist ministers was apprehended because one of his intended victims had been forewarned. The subject allegedly contacted Methodist ministers and, after advising them that he was connected with a Government agency, stated that he was on vacation and without funds. Reportedly, he then would request money, food or lodging with a promise to repay it as soon as he returned to his job. When it was learned that the subject was in the vicinity of a Pennsylvania town, an FBI Agent contacted all the Methodist ministers in the area, warning them of the impersonator's criminal specialty. On the same day that the ministers were warned, the subject appeared at one parsonage and was recognized by the minister and his wife. While the minister engaged the subject in conversation, his wife called the local police, who immediately took the man into custody and turned him over to the FBI. Obviously, the advantage in this case was the fact that law enforcement knew of the general area in which this man was operating. This information had been obtained from a victimized minister who, after the fugitive had departed, saw his picture and information concerning his scheme in a Methodist publication.

For nationwide fugitive hunts, national publicity is generally necessary to cope with the flight tactics of the criminal. Frequently, however, investigation will indicate the areas in which the fugitive has been operating. In these cases the circularization of data or dissemination of material can be restricted to the pertinent localities at a savings in money to the interested police agency. For instance, in the FBI hunt for Nick Montos, only individual to make the Top Ten list twice, information was obtained that he was operating in his old haunts from Chicago, Ill., to Miami, Fla. Accordingly, his photograph was furnished to television stations in this eastern belt from the Great Lakes to the Florida Keys, resulting in numerous responses and a few investigative leads.

In a previous article on fugitives in the March 1957 issue of the *FBI Law Enforcement Bulletin* it was stressed that it is necessary to gather all available data regarding a fugitive. The foregoing section of this article has described outlets for disseminating this information to the public. It should always be remembered that every item of background concerning a fugitive can be important. In talking to acquaintances, former employers, fellow workers, etc., the investigator should establish a general practice of endeavoring to learn at least one more new fact about the wanted individual from everyone interviewed. Personality traits; idiosyncrasies; habits; likes and dislikes in food, clothing, reading material; hobbies; athletic or artistic interests; and any other items associated with the individual fugitive are important for dissemination in the hunt for him.

"UNUSUALLY LONG ARMS—"

A citizen who saw on a post office wall an Identification Order on Sterling Groom, at the time a "Top Ten Fugitive" wanted for unlawful flight to avoid prosecution for murder, noted three things which made him virtually positive that Groom was identical with a man he knew as John Waugh. The photograph on the Identification Order was a good likeness of Waugh. Groom, according to the Identification Order, had unusually long arms, and so did Waugh. In addition, one of Groom's aliases was listed as "George Waugh." The citizen was correct, and as a result of his information, Groom was apprehended. He was subsequently found guilty of murder and was executed.

As these cases illustrate, often the publicity given to a fugitive is widespread at first and then localized. For example, one FBI fugitive received considerable publicity in the press throughout the country. At 4 o'clock in the morning of the day following the release of the publicity, a businessman in Coral Gables, Fla., notified the Miami FBI Office that a man answering the fugitive's description had been in his establishment the night before. Later that morning two other businessmen in the area notified the FBI that they had recently seen this fugitive. Information furnished included a description of the automobile the fugitive was driving. FBI Agents immediately contacted service stations and garages in the vicinity, describing the car and the fugitive and circulating his photograph. As a result of this concentrated, localized circulation, the fugitive was recognized when he took his car to an automobile agency to be serviced. A person at the automobile agency contacted the FBI and the fugitive was apprehended.

The procedure of alerting businessmen also paid off in the case of Courtney Townsend Taylor, one of the craftiest bad check artists in recent years. Taylor's record showed that he made a practice of passing bad checks in department stores, chain groceries, and jewelry stores. Investigators obtained a lead that he was in the Mobile, Ala., area. Taylor's three "favorite" types of businesses in that area were alerted to his possible presence and to his modus operandi. As a result he was apprehended when a businessman recognized him and notified law enforcement.

It is the responsibility of the department under whose jurisdiction the fugitive committed criminal acts to gather all the information which can be obtained in order to make it easier for other law enforcement officers and private citizens to recognize the fugitive. This agency should decide whether to try to give as widespread distribution as possible, or whether to concentrate in certain geographical areas or occupational fields.

This article merely touches on some of the ways in which the cooperation of the public can be enlisted in the hunt for fugitives. There are innumerable instances of such public cooperation, and the list of news media which have assisted would be too long for inclusion in this article. The individual cases cited herein were selected solely for illustration of some phase of this technique.

Experience shows that the public, enlightened concerning the needs of law enforcement, will respond. This is the crux of success in the program of publicizing fugitives. This technique will bear fullest results when fugitives and their deeds are so well known to the public that this class of criminals will share the feeling of one who, when captured, stated, "I was shaky. I was looking over my shoulder all the time. I knew you'd get me."

EDITOR'S NOTE.—This is the second article in a series concerning fugitive investigations and measures law enforcement agencies and other interested organizations can take in handling this problem.



BURGLARY EVIDENCE

In July 1956, a burglar broke into a supermarket in a small town in Maryland. Using hammer, chisel, drill, punches and screwdriver, he worked hard and long at the safe—all to no avail. Giving up the idea of forcing the safe, he decided to wait for the manager.

When the manager arrived the next morning, he was surprised by this unwelcome visitor who, with gun in hand, forced him to open the safe. The gunman departed with \$4,000 in cash and \$6,000 in checks.

In the course of their investigation, local officers were told that a blue automobile had been seen leaving the vicinity of the store. An alert citizen was able to give additional information and, as a result, a logical suspect was developed.

In the suspect's room investigating officers found a set of burglar's tools. In addition, they found a pair of trousers which showed definite traces of a fine, white powdery substance. The officers forwarded to the FBI Laboratory the trousers, tools, the safe door, the combination dial, and samples of safe insulation and paint. Paint and insulation removed from the suspect's trousers were found to be similar to paint and insulation from the burglarized safe, and one of the screwdrivers obtained from the suspect's room was identified as having been the instrument used to pry the dial from the safe.

Three examiners from the FBI Laboratory testified at the trial. The subject was found guilty and was sentenced to 20 years in the Maryland penitentiary.

POLICE TRAINING

Training Program Development in a Police Department

by CHIEF FRANK N. LITTLEJOHN, *Charlotte, N. C.,
Police Department*

The city of Charlotte, located in the Piedmont area of North Carolina, is one of the most rapidly growing cities in the Nation. In 1946, the population numbered 100,000. Ten years later it had reached an estimated 161,000, within the city limits. During this 10-year period, the police department grew from 131 employees to 274. Obviously, as the population increased, the burdens of our department increased accordingly. We have relied to a great extent on our training program to help us handle our additional responsibilities.

Training Need

On June 5, 1928, I accepted an assignment for 30 days as a private investigator for the city of Charlotte, with little realization that I would remain for what is now almost 30 years. During this time, our department has tried to take advantage of every training opportunity. We have been able to enroll several of our men in the FBI National Academy, one as early as the fourth session.

I was appointed chief of police on March 6, 1946. With the aid of all personnel, a campaign was launched to establish a training academy for our department. We had the conviction that trained officers would raise the standards of law enforcement by increasing public confidence, by attracting men of high caliber, and by increasing the probability of higher pay.

During that year the city acquired property formerly used as a military airbase and leased several acres of this property to the newly formed police club. The officers of the department then secured several old army barracks and, at their own expense, built a clubhouse, lake, range, and academy building. The club is owned and operated by the employees of the department. Funds for construction and operation come from receipts from the annual police-fire department baseball game and an annual police club barbecue.

Movable property belonging to the club is now valued at \$16,000.

In 1952, when suggestions were made by city officials that a permanent training officer be appointed from outside the department at a salary of from \$6,000 to \$7,000 per year, authority was requested and granted to establish a training academy from within the department.

An initial step was to select a man to assume charge of training. Lt. O. A. Crenshaw, Jr., was chosen. In 1953, on his return from the FBI National Academy, he was placed in charge of all training. Our city manager and council, recognizing the great value of the program, have now made funds available for the purchase of much-needed equipment. We are constantly expanding



Chief Frank N. Littlejohn

the size of our physical plant and improving the caliber of instruction. Instructors are drawn from all bureaus of our own department, and from city, county, State, and Federal agencies.

Recruit Training

The recruit attends classes for 8 weeks during which period he is taught the "why's and what's" of law enforcement, basic functions of government, and the fundamental duties of the police officer. Considerable effort is made to have the recruit thoroughly understand that his is a public service, and also that he is a part of a business corporation which will expand or fail according to the caliber of the service which he renders.

The 8 weeks of recruit training include instruction in first aid, firearms, defensive tactics, arrests, and some problems of practical application. A complete examination is given at the end of the period. Then the new officer is assigned to work with an older officer for an indefinite period.

In setting up our program, we kept in mind the fact that every officer, in order to stay abreast of ever-changing techniques, laws, and policies, should attend school at least once each year. Accordingly, a policy of yearly retraining was definitely adopted. Here troublesome problems arose.

Some officers of the department had never attended a police school; others had attended periodic lectures with varying degrees of success in raising individual or organizational efficiency.

How could we obtain and retain the interest of all officers, old and new, long enough to correct long obvious faults and give them much needed instruction in advanced law enforcement techniques? In short, how could we create an appetite for advancement, which was lacking in many officers?

We called upon the Charlotte Office of the FBI for assistance and out of our conferences came the "sugar-coated pill" which we needed.

Practical Work

The investigative techniques or practical problem school was the answer. This type of school utilizes three basic types of instruction; namely, the use of lectures, visual aids, and the practical application of law enforcement techniques, with the last two following the first for emphasis, explanation, or constructive criticism. Although the enrollment of each class in a school of this type must of necessity be small, we find we can retain the interest of more men and more effectively teach and evaluate them.

Each class is composed of 15 to 20 men ranging in rank from captain through patrolman. The class is told at the beginning that from the time of the receipt of the first telephonic complaint in practice to the end of the trial, everything should be treated as far as possible in the light of actuality. Several cases of different types are selected. In order to create a competitive as well as a cooperative spirit, each case is related to the other. The men are told that the entire facilities of the department, the office of the prosecutor and the bench are available to them during their investigations.

In practical problem training we also seek to overcome a tendency of some officers to rely wholly upon the printed or spoken word to the exclusion of good judgment. Obviously, all situations cannot be covered by a rule book.

As recruits, our officers are instructed concerning the rules, regulations, and policies of the department. In the practical problem school these details are reviewed. Until the officer is called upon to exercise his judgment in given situations, under constructive criticism, it cannot be said that we have properly trained this officer.



Lt. O. A. Crenshaw, Jr.



Police club and training academy.

A complete, up-to-date manual is a "must" both for the officer's guidance and for proper administration by superior officers. However, we feel that the officer, young or old, cannot properly perform his duties without the valuable experience gained from being constantly subjected to practical application of the written and spoken word.

During the training period every officer is called upon, one or more times, not only to handle a situation but to direct the activities of other officers. The executive officers of the class and the instructors then can evaluate initiative, good judgment, diligence, and leadership qualifications.

This was a new experience in our department. Captains, lieutenants, detectives, sergeants, and patrolmen enjoyed the opportunity to sit together, talk together, and work together during a 5-day period of joint and collective effort to better understand the duties of each, to criticize and guide each other so that not only the individual but the department as a whole would benefit.

It was not necessary to poll the members of the first class as to the quality of the training. They were eager to voice praise for the school. Subsequently, every member of the department has attended this school and I have yet to hear anything but commendation and enthusiastic comments regarding the course.

Because of the growing youth problems, a youth bureau was established in the department in 1953. It was staffed by young detectives and an officer with an excellent background in this type of work. Additional training in the handling of youth problems is given the members of this bureau. Success depends upon the officers of this bureau being continuously trained on current data in the handling of juvenile offenders and their problems.



Firing range.

Additional and separate training is afforded members of the traffic and school safety department because of their different problems.

Future Plans

As the population increases, expansion of our training program will be necessary and our plans look into the future. Since the beginning of the academy in 1953, three more officers have graduated from the FBI National Academy and will be added to the teaching staff. Qualified instructors are essential to a successful training program.

We have purchased an ammunition reloader capable of reloading 5,000 rounds per hour. All men are given intensive firearms training. We try to guarantee that the officers are capable with firearms and have confidence in their ability to handle the various defensive weapons. It is my experience that this policy has paid off several times in lives saved since the beginning of the academy.

Feeling a greater need for instruction in the use of the shotgun, the officers have purchased skeet traps through their own association to learn the use and effectiveness of this weapon.

A 35-millimeter automatic slide projector and many other types of equipment have been purchased, thanks to the farsightedness of city officials. Color slides for training purposes are being made in our laboratory.

A police executive today cannot attempt to direct the operations of his department without a clearly defined and well-rounded training program. Such a course would be as nonsensical as the attempt of any corporation or profession to try to operate without trained men and is as surely doomed to fail.

FBI Training

Assistance for

Local Police

In the face of the crime problems of this era, the heads of law enforcement agencies across the nation are acutely aware of the need to maintain the highest possible standard of organizational efficiency. The most certain path to this objective is and will continue to be adequate training—fundamental instruction for new police recruits and refresher courses as well as advanced training for experienced personnel, in both small and large police organizations.

Over the years, the FBI has stressed the need for training and has always been ready to use its trained personnel, scientific crime detection equipment, and vast investigative experience to accomplish this end.

The FBI, which conducts schools only upon the request of local departments, participated in more than 3,000 police training schools in the 1956 fiscal year. These schools include departmental schools scheduled where the size of the department is large enough to warrant a school for that department exclusively and also regional schools in areas where the police agencies are small in size and must necessarily combine forces for extended training courses. Some of the types of schools which have been presented include general police training; administrative procedures; defensive tactics; fingerprint; firearms; patrol; practical problems based on arrest, burglary, crime scene searches, homicide, sex crimes investigations, and other major case investigations.

In addition to furnishing qualified instructors, the FBI will upon request assist in setting up curricula for such courses, stage technical demonstrations, provide training motion pictures and other visual aids, and supply members of the classes with informative printed material on the topics taught.

The police training program of the FBI also includes statewide schools in specialized topics, such as advanced latent fingerprint work. The first of these advanced fingerprinting schools were held in 1949 in Berkeley and Los Angeles, Calif.; and since that time additional classes have been held at Berkeley and Los Angeles, Calif.; Newark, N. J.; Dallas, Tex.; Colorado Springs, Colo.; Kansas City, Mo.; and Glendale, Ariz.

This type of school includes instruction on latent fingerprints, problems of latent fingerprints on difficult surfaces, searching of latent prints through single fingerprint files, setting up single fingerprint files, preparation of fingerprint charts for court purposes, and preparation of fingerprint testimony for court purposes followed by a moot court for fingerprint testimony.

As another part of the specialized training afforded, the FBI during 1956 conducted in cooperation with state and local police throughout the nation a series of civil rights schools. In this program there were 542 schools held with an attendance of 27,194 police officers. The purpose of this series was to achieve correct legal action on the part of law enforcement and secure the cooperation needed to meet this issue which is so vital to the proper functioning of the police profession.

Since 1935 when the FBI National Academy was founded, more than 3,000 selected officers have been graduated from this course. The purpose of the National Academy from its inception has been to train police officers who can return to their own departments as instructors and administrators. There are two sessions of the Academy held each year at FBI headquarters in Washington, D. C. Each accommodates approximately 90 police officers who must be nominated by the heads of their respective organizations. The Academy enrollment is small in comparison with the number of police employees but one of the most beneficial results of the course is the dissemination of the training and principles by the graduates who conduct and direct police training for the members of their own organizations.

In addition to the above-mentioned training programs, the FBI offers numerous aids and facilities to police agencies interested in training. The FBI Law Enforcement Bulletin is published as a means of providing up-to-date law enforcement techniques and other data which can be maintained for reference material or used in class work. Reprints of various informational articles, training films and charts, and other visual aids can also be furnished upon request.

Any police official or agency desirous of additional information on the assistance available from the FBI in connection with police training schools, the FBI National Academy, or similar topics is encouraged to contact the Special Agent in Charge of the FBI Office located in the district in which the police agency is located.

OTHER TOPICS

Every organization needs a systematic method of checking its operations as a means to increase efficiency and promote economy. Many successful private firms have instituted a system of audits or internal inspections to accomplish these ends. Law enforcement organizations, which have an extremely important service to "sell," should be no less zealous in developing efficiency and economy in their operations. Periodic, organized and systematic inspections are one means of promoting the achievement of these objectives.

The necessity of an organized inspection system is perhaps greatest in those law enforcement groups which have grown to such a size that the principal officer can no longer personally supervise or be cognizant of every action taken. Smooth and effective operation demands that the head of the organization have at hand some tool with which he can study and enforce general policies and procedures and also direct compliance with day-to-day orders, most of which are put into execution outside his sight and hearing. A good inspection system can serve as that tool.

Small departments can also benefit substantially from periodic inspections if the proper approach is taken. The chief of police or sheriff who is personally aware of every operation under his command may be too close to the work to inspect. Either he or a ranking officer should periodically step clear of his duties and his office and try to review the entire operation from the standpoint of the citizen in the street, a city or county official, a visiting (and critical) police officer from another jurisdiction, and employees of various echelons within the department. It is almost certain that each of these persons would have some criticism or suggestion for improvement. Many of these suggestions can be obtained from within the organization if a responsible officer will make a detailed examination of every property, procedure and operation from the assumed viewpoint of the person on the other side of the fence.

Perhaps the best evidence of the need for an inspection system is the large number of law

Inspections—An Executive Tool For Improvement

enforcement organizations which already are using this technique. The FBI has used systematic inspections as an integral part of its operations for more than 30 years.

The value

The value of an inspection system is seen most dramatically at the desk of the supervising official of the department. Being more fully acquainted with basic policies and the reasons behind them, he will quickly see the significance of every fact set out in a detailed inspection report. He will be able to see that one new policy has obviously improved certain results over last year, while another new policy has bogged down completely; operations have become more expensive or less expensive; the personnel of this division seem to have more "hustle" than those in another division; and so on. How can an ineffective policy be revised? Is more police training necessary? Where can expenses be cut? Are some of the employees better adapted to their jobs than others? Many facts and ideas turned up will not be pleasant but a good inspection report will at least expose and dissect the problems at hand and lay the basis for constructive action. Even at this stage the police administrator who uses inspections is far ahead of the police official in another department who only suspects many of the problems that honeycomb his organization.

The benefits of an inspection are not limited to the work of the top officials. Other personnel can benefit in various ways. There is a certain morale and disciplinary value in the employee's knowledge that his day-to-day activities will be under periodic observation and study. While he may be subject to criticism for errors, he will also be made aware, if the inspections are properly handled, that he will be commended just as quickly for superior work. He now knows that what he does counts, and with that knowledge his work becomes infused with a new and challenging importance.

The inspector

The inspector should be one of the top men in the organization. Rank alone, however, is an inadequate standard on which to base the selection of an inspector. He should be unusually well qualified by both length and breadth of experience, knowledge of operations, loyalty, and the ability to analyze a problem and come up with a logical solution. He will need an even disposition and a wide reputation for firm and impartial dealing to assist him on those inevitable occasions when his findings and suggested changes run counter to the wishes of the division under inspection.

More important than all of these attributes, however, is the inspector's attitude. Experience, knowledge and the other factors listed are of little value if the inspector aims only at preservation of the "status quo." He needs a questioning and probing mind, a conviction that somewhere and somehow almost every operation to which he turns his attention can be improved upon or at least adapted for a better fit to the constantly changing conditions under which law enforcement must work. There must be something of the dissenter in his intellectual makeup, lest he be too prone to accept a procedure as correct simply because it "has always been done that way." One of his jobs is to question the obvious. In a well-run organization he will find time and time again that the current rule and the reason behind it are still sound but occasionally he will discover an improvement so obvious that everyone will be at a loss to understand why it was not seen earlier. This is the real "pay dirt" of an inspection.

At least one more personal attribute is important; the questioning and probing mind needs a constructive approach as a governor. Untempered criticism can degenerate into a senseless orgy of destruction. The capable inspector's approach is to build, not destroy. He uses criticism as a tool to destroy the bad but he never drops it from his hand until he has forged, presented and explained what he believes to be a better plan or procedure.

The inspector and his staff should be answerable only to top management and should report directly to that office. For operational purposes an inspection staff can be set up as a separate division under command of a deputy or assistant provided he is immediately responsible to the top official. Should the inspector and his staff be given a more subordinate position, there will be

a tendency toward factionalism, reports will be "watered down" to suit the positions and predilections of the many superiors, and there will follow other evils that flow from a delegation of responsibility without the authority to back it up.

General objectives

Precise pinpointing of the target is not possible in a general inspection of the whole department. For such inspections there can be only general guides which will give purpose and direction to the inquiry until such time as specific targets appear out of the facts developed as the inspection proceeds. A list of general objectives to keep in mind would include the following:

1. To obtain a clear and complete analysis of every departmental operation, starting with receipt of the complaint and carrying through the arrest and court appearance down to the last paper filed in the records section. Include all auxiliary operations, such as how automobiles are handled. This broad analysis of the department is the sifting process for discovering evidence of the strong and weak points to which more attention will be paid later.
2. To develop and enforce uniform policies and procedures in all matters of common and constant interest such as guarding prisoners, taking and preserving notes of investigation, rating and promoting personnel, etc.
3. To strengthen morale; to develop teamwork and productivity.
4. To save money; to find the functions and procedures which can be eliminated or streamlined to require less personnel, work and material.
5. To uncover beneficial techniques and new ideas which deserve wider application.
6. To identify the employees capable of assuming additional responsibility as well as those not living up to their present assignments.
7. To find the "soft" spots, the places where trouble may develop tomorrow, and solve potential problems before they reach the acute stage.

Limited objectives

It is obvious that an inspection like that outlined above is so comprehensive that it brings every employee and phase of work under examination. While a plan for inspections of this type to be conducted at intervals of approximately 1 year

is believed to be a prerequisite to effective administration, there is also a place for "inspections" of more limited scope. One of these would be the "spit and polish" or dress parade review made of the uniformed personnel and their equipment. Another is a special examination made of any other narrow phase of operations at the moment when some error or impropriety first comes to light. Inquiries of this type are widely used to good advantage, provided they do not entirely displace the general inspection. The physical appearance of the uniformed personnel, for example, is important, but their duties only begin, not end, at that point. It is equally essential to know how they operate their automobiles, their attitude toward the public, how they keep their notes and records, and the quality of their testimony in court. It pays to inspect the individual employees, but the value of an individual can be accurately appraised only with reference to the part he or she plays in the organization as a whole.

Sample objectives

The diversity in size and function of law enforcement agencies precludes the formulation of any single inspection plan adaptable to all. This fact, however, is of minor importance. Any experienced police official can tailor a plan suited to the size, equipment and duties of his own department provided he first understands the proper approach to an inspection. The approach can best be illustrated by analyzing minutely that phase of an inspection which covers a duty common to most departments—receiving information and complaints from the general public.

Consider first the inspection as a whole and each component part in its broadest aspects. Applying this rule to the limited field mentioned above, the objective is "to see ourselves as others see us." The importance of such a picture is beyond accurate estimation. With it, most departments can easily make at least some of the changes necessary to create a better impression in the public mind. Without it, a department's relations with the general public can deteriorate so completely that what should be respect for the police becomes no more than indifferent tolerance.

To get a clear picture of the public view the inspector should "impersonate" a member of the public coming physically to the police station to report information or make inquiry. (The telephone approach can be considered independently.)

Approaching the building from several blocks away you are acutely aware that the day is too hot, or too cold, that you are coming here by necessity rather than by desire, and that you want to handle the whole transaction as quickly and with as little trouble as possible. Then list and analyze every thought that crosses your mind. The list might look something like this:

1. Is the building properly located for public access? Perhaps it was in the center of town when erected 50 years ago but the city has grown "lopsided" and the station is now away from the heart of things, inconvenient to the majority of the citizens. Nothing can be done about it now, but some day, somewhere there will be a new police building. Make a note of your observations for the "Police Building Plans" file.

2. Is the building attractive on the outside? Man, woman, or child, the person approaching a building tends to be buoyed up or depressed by the relative attractiveness or ugliness of the building which he is about to enter. Growing recognition of this fact is evidenced in the outside appearance of many new industrial facilities. Perhaps the next police budget should include two coats of paint.

3. Is adequate parking space available, clearly marked "Free Parking for Police Business," or must the citizen drive around and around the block or some distance away hunting for a space? If the situation is bad, and cannot now be corrected, put another note in the "Police Building Plans" file.

4. Is there an adequate public entrance to the building, clearly lighted and marked both day and night? Quite understandably, a citizen does not like to enter the police building under circumstances in which he might be confused with those who are being brought in under compulsion.

5. What is the first impression of the interior? Does it suggest organization or confusion, pride or carelessness? Is the floor littered with cigarette butts? Is there a sign which distinctly points the citizen to the place to which he should go? An unfavorable answer suggests the action to be taken.

6. If the department has a full-time complaint or reception desk, are the employees who run it of the proper appearance and demeanour for that work?

7. Is the information given by the citizen written down on a business-like form which gives him the impression that his data is being considered seriously and systematically? Is proper protec-

tion provided for the many cases in which he wants the information to be held in strict confidence? Public trust is a tender plant; it can easily be killed at this stage of the transaction.

8. Is there an effective procedure for immediately routing the information received to the personnel charged with taking action? A citizen considers his information important, else he would not have brought it. Within the limits prescribed by law and good police practice, he should get action and get it quickly.

9. Does the records handling system provide for prompt notification of action to the citizen when permissible? For example, if his stolen property has been recovered, he should be notified as soon as possible.

10. Does the record system provide for permanent filing of the information, where proper, and is it sufficiently indexed to be readily found when needed? Few things are more useless to a police officer than good information buried irretrievably in a hodgepodge filing system.

This list gives an indication of some points to be considered and an experienced police officer can probably add other questions. Any list will be effective so long as it picks up each thread of police work at the beginning and follows it through to the end, analyzing both the thread itself and the relationship which it bears to the whole fabric of police operations.

For the record

Every finding, conclusion and recommendation should be made a matter of record. An essential part of the file is the written replies of all employees charged with delinquencies of any kind. Fair play to the employee requires an opportunity to answer in the same medium as that in which a charge of any kind is made. These answers are also necessary to the final determination which will be made by the head of the department. No matter how astute, impersonal and unbiased an inspector may be, he always runs to some extent the very human danger of being unable to see or adequately present every factor pertinent to the situation. The possibility of unpleasant results not consistent with an accurate understanding of all the facts is virtually eliminated if the employee can have his "day in court."

The written report of a completed inspection will also prove valuable in the future. As these

reports continue to come in from each periodic inspection, they build up a running account of the organization which serves to give the ranking officials a constantly broader and deeper insight into both the strong points and the weaknesses of the agency. Add executive skill and patience, and the basis for constant improvement in police work has been laid.

The results of this continuing betterment of a department benefit the organization as a whole, each and every member of the force and the entire community served by the department.

FIFTEEN-YEAR EXTORTION PLOT SOLVED

The conviction of an extortionist in 1954 brought to an end a 15-year period during which a Michigan woman was harassed at various intervals by threatening letters and telephone calls. The letters and calls accused the woman of having been responsible for sending an innocent man to jail for an assault made on her in 1935. Similar abusive letters were also sent to a former FBI agent and a former assistant United States attorney. The FBI Laboratory identified all these letters as coming from the same source.

Although the extortionist used the name of a relative of the convicted man, FBI investigation showed that the relative was not involved.

A break in the case came in May 1954, when a call was made to the victim from a public telephone pay station in Port Huron, Mich. The other calls and letters had originated from Detroit. Alerted by this new lead, agents directed exhaustive questioning in all bars in the vicinity from which the call had emanated. One of the suspects uncovered was identified as a deckhand who had formerly worked in Detroit but who had recently transferred to Port Huron.

Old samples of this suspect's handwriting were obtained and found by the FBI Laboratory to be identical with the writing on the extortion notes. Eight days after the call was made from Port Huron, the suspect was arrested. His fingerprints were found to match prints on the letters. To add to the already convincing array of evidence lined up against him, paper found in his room matched perfectly the paper used in the preparation of the last letter received by the victim. The subject later admitted his guilt and received a term of 6 months in the custody of the attorney general.

CASE OF THE TRAVELING KILLERS

The accompanying chart briefly tells the story of a young Milwaukee couple who violated Federal laws but who went to trial for the State crime of murder. Their travels covered many States. They committed murder in the East Coast State of North Carolina, disposed of the body in Kentucky, and traveled westward until arrested in New Mexico and Texas. These two people eventually were sentenced to life imprisonment. The map and legend, however, do not show the cooperation among local agencies, State bureaus of investigation, other State organizations, and Federal agencies, as well as private citizens, which brought this case to a successful conclusion.

The arrest which was the "beginning of the end" for the 20-year-old Leonard La Fond and his 18-year-old paramour, Jo Anne Severson, came as the result of the alertness on the part of a bank teller who, doubting the identification presented by La Fond, who was posing as Lewis A. Finn of Chicago, reported the young man to Bruce McCloskey, a member of the New Mexico State Police. Officer McCloskey learned that the check that "Finn" was attempting to cash had been given him by a local car dealer to whom he had sold a 1948 automobile. McCloskey developed information which pointed strongly to a violation of the Federal statutes prohibiting the interstate transportation of stolen motor vehicles. He then notified the Albuquerque office of the FBI.

La Fond, who finally admitted his true identity, stated that he and Jo Anne Severson, who had recently left him, had stolen a car in a Southern

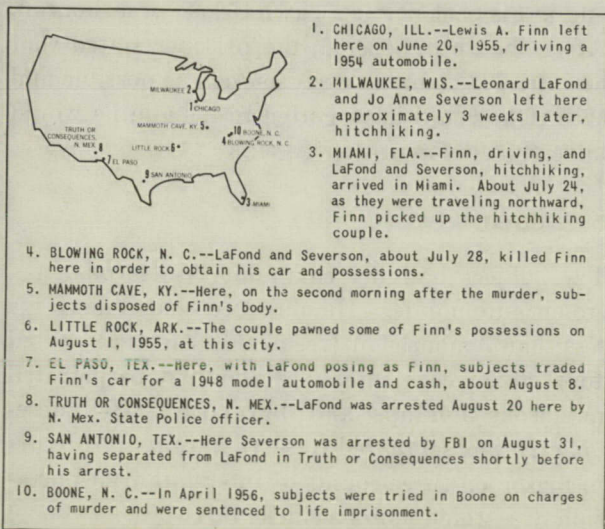
State, had traded the car in El Paso for an older car and cash, and that he had just sold the second car to a local dealer. He said that he had never known anyone named Lewis A. Finn although he had made his automobile transactions in Finn's name and had the latter's identification papers. He explained that Severson had found Finn's wallet, containing cash, identification papers, and traveler's checks, which he admitted having cashed in three different States, after Severson had forged Finn's name on them.

On August 23, 1955, a Federal complaint was filed at El Paso, Tex., charging La Fond with interstate transportation of a stolen motor vehicle, and on August 25 a similar complaint was filed against fugitive Severson.

The Albuquerque FBI Office immediately furnished information to FBI Headquarters. In a brief period, FBI field offices in Albuquerque, Chicago, El Paso, Louisville, Milwaukee, Charlotte, Memphis, Knoxville, New York, Atlanta, Houston, Miami, Phoenix, Salt Lake City, Seattle, and Little Rock were handling requests to conduct investigation to locate and identify Lewis A. Finn, to determine the details of the theft of the stolen vehicle, and to effect the apprehension of Jo Anne Severson.

Information began flowing into the Albuquerque Office, and on August 29, 1955, La Fond, confronted with this data, confessed that he and Severson had murdered the 70-year-old Finn. In brief, he stated that Finn had picked them up north of Miami, that they had ridden with the elderly chemist for several days, usually camping out at night, and that they had killed him while camped in North Carolina. He added that they had placed Finn's body in the trunk of his car and later had hidden the body among vines and undergrowth in a park in Kentucky. He gave robbery as the motive for the murder. Jo Anne Severson was arrested in San Antonio by agents of the FBI office there on August 31, 1955, and told substantially the same story as La Fond.

FBI agents, assisted by Kentucky State Police and a ranger of the Mammoth Cave National Park, located the remains of a body which Finn's dentist subsequently identified as that of Finn. Through the cooperation of officers at a nearby United States Army hospital, an autopsy was performed.



Agents from the Charlotte Office of the FBI, assisted by a North Carolina State Park attendant, located the murder spot. Inasmuch as it was in North Carolina and Finn's car had been stolen there originally, North Carolina authorities made arrangements to transport the subjects to that State.

The FBI arranged to release to State authorities all the evidence it had gathered. This included, in addition to factual data, over 100 items of physical evidence, much of which had been examined by the FBI Laboratory in Washington.

At the state trial, which was held in Boone, N. C., in April 1956, FBI agents from Texas, New Mexico, Kentucky, and North Carolina testified. During the trial, Severson and La Fond entered pleas of guilty to first degree murder. They were sentenced to serve the rest of their lives in prison.

The FBI was able to take the initiative in solving this murder because the subjects, in addition to the murder, had violated the Federal law prohibiting the interstate transportation of stolen motor vehicles.

Inasmuch as the murder was the most serious crime this pair committed, the Federal charges were dropped in favor of State prosecution.

Planned Arrest

On October 22, 1956, a Federal complaint charging unlawful flight to avoid confinement was filed at Houston, Tex., for an escapee from the Texas prison system who had fled from custody while serving a 20-year sentence for robbery. On that same day a warrant was issued for his arrest. Three days later, on October 25, 1956, the subject was taken into custody at Cincinnati, Ohio, by FBI Agents. Those are the facts in brief. Behind these facts lies a story of police cooperation, citizen assistance, and apprehension techniques worthy of note.

The events which led directly to the apprehension began at 9:56 a. m., October 25. The chief of police in an Ohio town called the Cincinnati office of the FBI to see if the FBI was looking for this Texas jail escapee. The chief stated that the fugitive was wanted in Ohio for larceny and that his department had received information that the subject was to meet an acquaintance at a certain place in Kentucky at 11:30 that morning. The acquaintance was to come by cab. The chief fur-

ther stated that the subject was considered to be very dangerous and that difficulty might be expected in effecting his apprehension.

The Alert

At 10:03 a. m., the FBI office at Cincinnati called the Houston FBI office and obtained additional information, including a full description of the fugitive. FBI Agents in Kentucky were also alerted. Agents from Kentucky and from the Cincinnati office, borrowing a cab from a cooperative taxi company to avoid arousing suspicion, covered the spot where the fugitive was supposed to appear. He didn't come.

It was determined that another meeting was planned for that afternoon. This time the place was in Cincinnati. Again, the acquaintance was to travel by cab. Again, Agents were assisted by the cooperative cab company. An Agent, posing as a taxi driver, picked up the fare, and drove to the destination designated by this fare. Another cab followed, containing three Agents—the "driver" and two "passengers." Shortly after the first had pulled up to the designated spot, a man whom the "driver" recognized as the subject approached. By discussing the payment of the fare, the "driver" stalled the subject long enough for the other Agents to close in. The fugitive was taken into custody, after a struggle during which he tried to keep his hand in his right pocket. Searching the man, the Agents found a loaded .32 caliber revolver in that pocket. In addition, he had ammunition in other pockets and in an elastic band which he wore around his waist. He was also wearing an empty shoulder holster and in his pocket was a pawn ticket for a shotgun. After the apprehension, the prisoner stated that he intended to break away as soon as possible and that if he could have gotten to his gun he would have shot the arresting Agents.

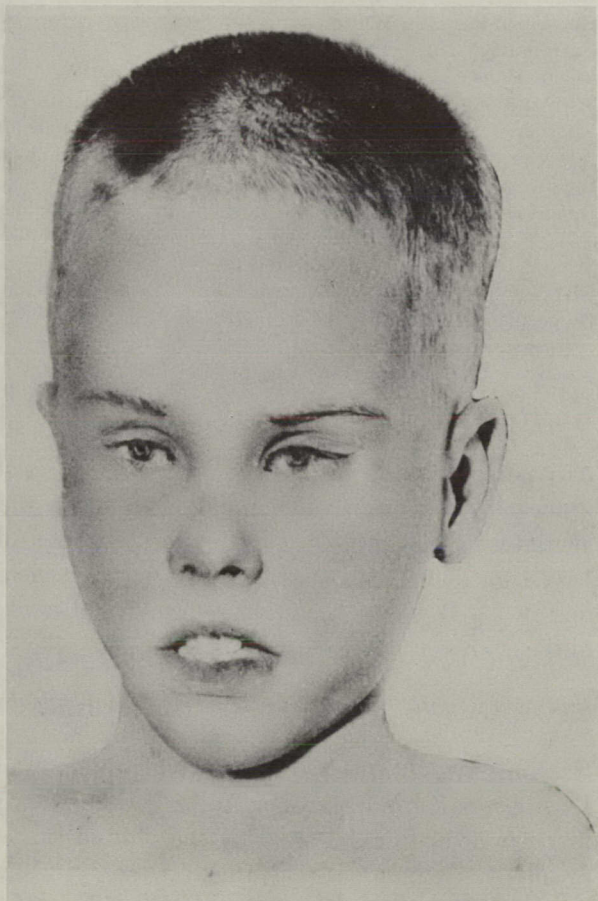
Sentence

The subject had driven to his rendezvous in a stolen automobile. He admitted that during his less than 3 months of freedom he had transported four stolen cars interstate and had perpetrated numerous holdups and burglaries. He subsequently was sentenced to serve a total of 15 years in prison on three counts of interstate transportation of a stolen motor vehicle.

Unidentified Deceased

The Philadelphia, Pa., Police Department requests assistance in the identification of an unknown child whose body was found on February 26, 1957. Police officers learned that the body had been observed on February 24. There were many bruises over the boy's entire body, and medical examination revealed that the boy's death was caused by bruises on the head. The body, partially covered by a blanket, was found in a cardboard carton in a thicket near Susquehanna and Verree Roads in the Fox Chase section of Philadelphia. A man's cap was found nearby.

The child is described as follows: white, male, 4 to 5 years of age, 40½ inches tall, weighing 30 pounds, and having blue eyes, fair complexion and medium- to light-brown hair. He had a full set of "baby" teeth, his hair was crudely cut, and his fingernails and toenails were neatly clipped. He probably wore size 4 clothing and size 8-D shoes. There was an L-shaped scar under his chin. His



Unidentified deceased child.

tonsils had not been removed; no bones had been fractured; he bore no vaccination scars; and there were no deformities.

The pasteboard carton measures 15 by 19 by 35 inches, and originally contained a white bassinet sold in an Upper Darby, Pa., store between December 3, 1956, and February 16, 1957.

The blanket is made of cheap cotton flannel, patterned with diamonds and blocks in green, rust, and white colors. The blanket, which was faded, was clean and apparently had been washed recently. The blanket was mended with poor-grade thread on a home-type sewing machine. Originally the blanket was 64 by 76 inches in size, but a piece 31 by 26 inches is missing.

The man's cap found nearby is size 7⅛, is made of blue corduroy and has a leather strap in the back. A large roll of paper tissue was in the sweatband when found. The cap contains the following manufacturer's stamp: "Robbins Bald Eagle Cap, 2603 South 7th Street, Phila., Pa."

Investigation thus far has failed to determine the identity of the boy, the identity of the person or persons responsible for his death, or the place where he met his death.

Notification Desired

Chief Inspector John J. Kelly of the Philadelphia Police Department requests that anyone who has any information which might shed light on this case notify that department. He requests that information be submitted through local police departments or by contacting the Homicide Unit, Detective Headquarters, City Hall, Philadelphia, telephone number Municipal 6-9700, at any time, day or night.

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APPLICANT CHECK

In late 1956 the Civil Service Commission submitted to the FBI Identification Division the fingerprints of a man who had applied for the position of physician with a Government agency. Identification records showed that this man had been convicted in 1954 of fraudulently executing a prescription for narcotic drugs and had been sentenced to be confined in a Public Health Service hospital for a period of from 16 months to 4 years. In compliance with the Civil Service request for a fingerprint check, this information was furnished to that agency.

WANTED BY THE FBI

HENRY RANDOLPH MITCHELL, with aliases: Michael S. Angle, Martin Hogan, Henry Ralph Mitchell, William Lawrence Wilson, J. C. Womack, "Litte Mitch," and others.

Bank Robbery

Henry Randolph Mitchell is the only one of the original "Top Ten" fugitives who has not been located. Although the other nine positions have been held by numerous criminals, Mitchell has tenaciously held his spot on this list since March, 1950.

Mitchell was placed on the "Top Ten" list because of bank robbery charges lodged against him. On January 21, 1948, a bank in Williston, Fla., was robbed by two gunmen who escaped with over \$10,000. The two robbers were identified as Mitchell and another former inmate of the Florida State Penitentiary. The latter was apprehended, but Mitchell is still at large.

Prior Record

Mitchell's criminal record dates back to 1924 when he was arrested on a bad check charge. Since that time he has been convicted in Kentucky, Georgia, New York, and Florida for grand larceny, violation of narcotic laws, breaking and entering, and forgery. In fact, on December 21, 1947, just one month prior to the Williston bank robbery, he was released from the Florida State Penitentiary where he had been serving two concurrent 10-year sentences for breaking and entering and grand larceny.



Henry Randolph Mitchell.

Indictment

On June 16, 1948, an indictment was returned by a Federal Grand Jury at Gainesville, Fla., charging Henry Randolph Mitchell with the robbery of the Perkins State Bank, Williston, Fla., on January 21, 1948, said bank being a member of the Federal Deposit Insurance Corporation.

Caution

Mitchell is believed to be armed and is considered dangerous.

Description

Henry Randolph Mitchell is described as follows:

| | |
|-------------------|--|
| Age----- | 61, born September 27, 1895, Lexington, Ky. |
| Height----- | 5 feet, 5¼ inches. |
| Weight----- | About 155 pounds. |
| Eyes----- | Brown. |
| Hair----- | Greyish brown. |
| Complexion----- | Ruddy. |
| Build----- | Short, stocky. |
| Race----- | White. |
| Nationality----- | American. |
| Occupations----- | Auditor, clerk, machinist, porter. |
| Scars and marks-- | 1-inch scar left inside wrist, small cut scar inside edge of left eyebrow, right little finger crooked and stiff, mole on right cheek. |
| Remarks----- | Mitchell is known as a reckless gambler and reportedly is an avid patron of the race track. |
| FBI Number----- | 171, 307. |
| Fingerprint clas- | 15 S 1 U 7 |
| sification----- | L 1 Tt |

Notify FBI

Any person having information which may assist in locating this fugitive is requested to notify immediately the Director of the Federal Bureau of Investigation, U. S. Department of Justice, Washington 25, D. C., or the Special Agent in Charge of the nearest FBI field office.

STOWAWAYS ON VESSELS OR AIRCRAFT

Stowing away on a vessel or aircraft entering or leaving the United States or stowing away on any aircraft owned or operated by the United States or on any commercial scheduled airline flying interstate is a criminal violation within the jurisdiction of the FBI.

Common Mistakes in Taking Inked Fingerprints

In order to take good fingerprints, the necessary equipment should be maintained in a neat and orderly manner at all times.

Poor impressions may be caused by:

1. The use of poor, thin, or colored ink, resulting in impressions which are too light and faint, or in which the ink has run, obliterating the ridges. The best results will be obtained by using heavy black printer's ink, a paste which should not be thinned before using. This ink will dry quickly and will not blur or smear with handling.
2. Failure to clean thoroughly the inking apparatus and the fingers of foreign substances and perspiration, causing the appearance of false markings and the disappearance of characteristics. Windshield cleaner, gasoline, benzine, and alcohol are good cleansing agents, but any fluid may be used. In warm weather each finger should be wiped dry of perspiration before printing.
3. Failure to roll the fingers fully from one side to the other and to ink the whole area from tip to below the first fissure. The result of this is that the focal points of the impressions (the deltas or cores) do not appear. The whole finger surface from joint to tip and from side to side should appear.
4. The use of too much ink, obliterating or obscuring the ridges. If printer's ink is used, just a touch of the tube end to the inking plate will suffice for several sets of prints. It should be spread to a thin, even film by rolling.
5. Insufficient ink, resulting in ridges too light and faint to be counted or traced.
6. Allowing the fingers to slip or twist, resulting in smears, blurs, and false-appearing patterns. The fingers should be held lightly without too much pressure. The subject should be warned not to try to help but to remain passive.

White Slave Traffic Act

Interstate transportation of a female for prostitution, debauchery, or other immoral purposes is prohibited by this statute which is under the FBI's investigative jurisdiction. The transportation of a girl under 18 years of age on a common carrier for similar immoral purposes carries a 10-year penalty.

Recently, post cards enabled law enforcement officers to determine that Federal laws as well as local ordinances were violated in the case of a prostitute and her procurer who were operating in a Florida city. While investigating the case, the FBI apprised local authorities of the activities of the two people involved who were arrested by police for investigation. When interviewed by FBI agents, the woman stated that she had come to Florida from Kentucky by bus. She insisted that she had traveled alone and that she had re-joined her "friend"—the alleged procurer—after arriving in Florida. The "friend" also insisted that the two had traveled separately.

Additional investigation located a relative of the woman who stated that the couple had stopped to see her in Kentucky and had departed together by car, headed for Florida.

The FBI Laboratory examined handwriting specimens and postal cards (allegedly written by the man in the case) which revealed that he and the woman in the case were traveling together. The examination showed that the questioned cards had been written by the alleged procurer.

At the trial, after the examiner had been qualified on the witness stand as an expert witness, the subject's defense stipulated that the questioned postal cards had been written by his client. The man was found guilty and was given 3 years.

Later, the woman entered a plea of guilty to a charge of perjury, having previously testified before a Federal grand jury that she had not traveled interstate with the man in the case. She was sentenced to a year and a day.

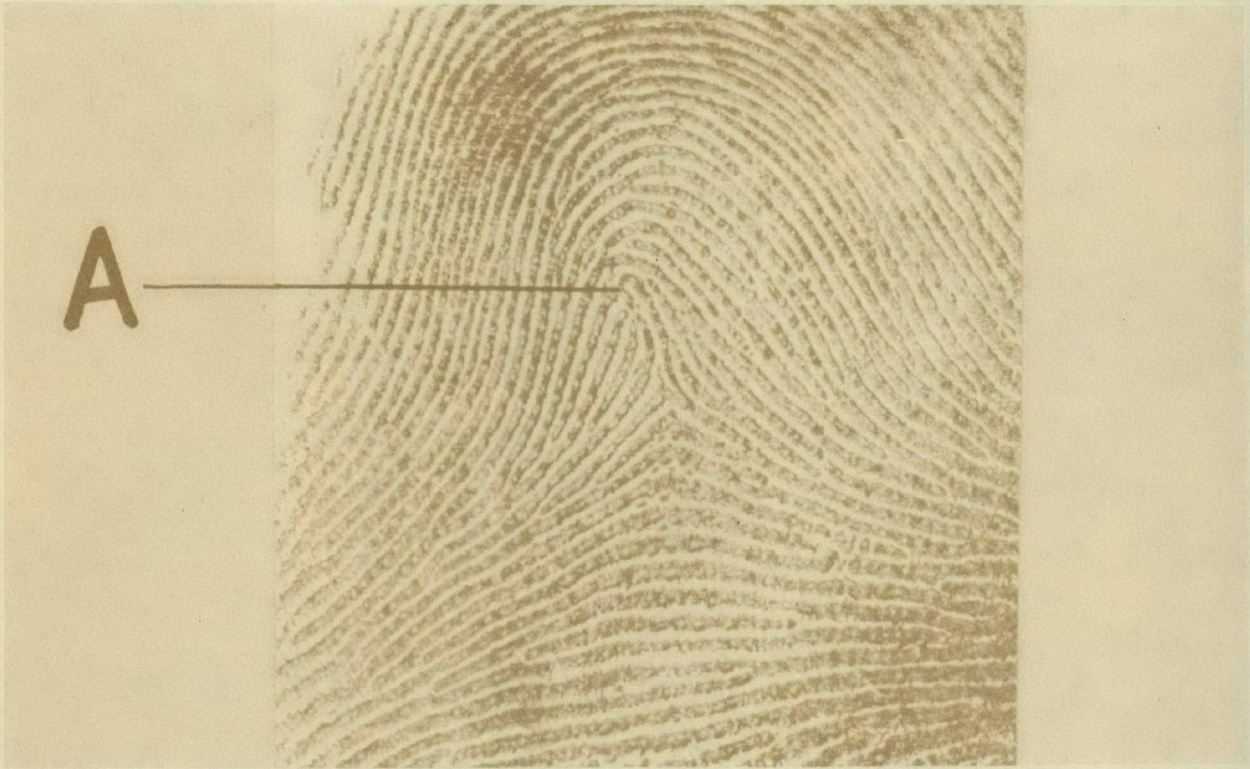
MAIL NOTICE

For the use of law enforcement agencies in submitting fingerprint and uniform crime reports data, the FBI furnishes self-addressed penalty envelopes which also bear the return address of the FBI Headquarters, Washington 25, D. C. You are advised that the penalty mailing privilege on these envelopes is for first-class mail service only and will not cover any portion of airmail service. In the event you desire airmail or special delivery service in connection with material submitted in these envelopes, it is necessary to affix the appropriate postage in order to receive the additional service.

OFFICIAL BUSINESS

RETURN AFTER 5 DAYS

Questionable Pattern



This pattern is classified as a tented arch and is referenced to a loop. Close inspection will show that there is no sufficient recurve due to an appendage to the recurve at a right angle at point A.