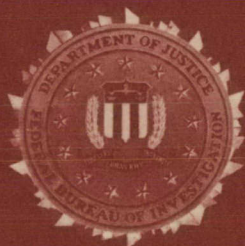


FBI

Law Enforcement

BULLETIN



1957.

SEPTEMBER

26 No. 9

Federal Bureau of Investigation

United States Department of Justice

J. Edgar Hoover, Director

FBI Law Enforcement Bulletin

Restricted to the Use of Law Enforcement Officials

SEPTEMBER 1957

Vol. 26 No. 9



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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.

September 1, 1957

TO ALL LAW ENFORCEMENT OFFICIALS:

As schools reconvene this month and countless children leave the protective atmosphere of the home, it is vitally essential for parents, public-spirited citizens, and law enforcement to give renewed attention to the physical safety of the Nation's children. Unfortunately, the savagery of the sex criminal continues to be an ominous threat to the welfare of these young Americans.

The present crime picture reflects a sharp increase in sex offenses. Last year, more than 24,000 arrests for rape and other sex offenses were reported by police in 1,551 cities. Forcible rapes increased 12.4 percent over the preceding year. Statutory offenses, where the victims were under legal age, increased 8.5 percent in 1956. One of the most deplorable aspects of the sex crime problem is the alarming frequency of sadistic assaults on child victims.

Last September, as a warning against the child molester, the FBI prepared a coloring sketch for distribution to children. The public response from police authorities, school officials, youth group representatives, and other interested individuals and organizations was beyond expectations, and more than one and one-half million sketches have already been distributed. Such public interest and eager cooperation are indeed commendable. The sex crime problem, however, cannot be solved by a single campaign or an annual "drive." Only by a continuous effort--a day-to-day program of coordinated and positive action--can we conquer this criminal menace.

Of vital importance is the need for prompt reporting of sex violations, including indecent advances, "peeping tom" and exhibitionist instances, and other seemingly "minor" offenses. Recently, upon the news of a double slaying of child victims, police received no less than twenty calls from parents belatedly reporting assaults on small children. Failure to report these violations, generally based on an unfounded fear of embarrassing publicity, can only give an unreasonable second chance to a potential sex fiend.

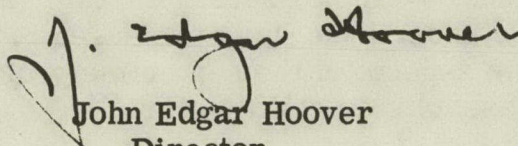
It is indeed incredible to think of giving a sex maniac a license, as it were, to satisfy his wicked cravings, short of murder, upon one victim after another. Yet, in reality, this stark pattern unfolds time

after time as degenerate sex criminals, repeatedly aided and abetted by parole or some other form of leniency, climax their infamous careers by vicious assault or murder of helpless children.

Swift and decisive prosecution for sex crimes is indeed essential. All too often, however, a short jail term for the violator is considered a final measure. Far more important is the guarantee that the sex offender will not be returned to society until he has been cured of his bestial tendencies. There can be no such assurance unless community action insures adequate laws for handling these abnormal criminals and provides suitable medical facilities for administering to the confirmed and depraved offenders.

Driven by fierce impulses entirely alien to normal beings, the sex offender is a peculiar and unpredictable criminal type. No family or locality is immune to his ravaging. Constant vigilance by each citizen and especially every parent is the price of protection against this sadistic menace.

Very truly yours,

A handwritten signature in dark ink, appearing to read "J. Edgar Hoover". The signature is written in a cursive style with a large initial "J" and a long, sweeping underline.

John Edgar Hoover
Director

FEATURE ARTICLE

Organization and History of Police Service in Hawaii

by CHIEF DAN S. C. LIU, *Honolulu Police Department*

Hawaii is a unique part of the United States of America! It is not a single piece of land but consists of a chain of islands created by volcanic action under the floor of the Pacific Ocean. Lava produced by this upheaval of nature left this chain of underwater mountains, the tops of which form a series of islands extending a thousand miles southeastward from Midway to the "Big Island" of Hawaii. These make up the Hawaiian Archipelago. The primary group known today as the "Hawaiian Islands," however, is a closely situated chain of eight principal islands: Hawaii, Maui, Kahoolawe, Lanai, Molokai, Oahu, Kauai, and Niihau. They lie about 2,100 nautical miles southeast of San Francisco.

The progenitors of the Hawaiian people were Polynesian explorers who discovered the islands perhaps as long as 1,000 years ago. Hawaii remained isolated from the world at large until Captain James Cook, the English navigator and explorer, landed at Kauai in 1778 and named his discovery the "Sandwich Islands." In 1795, Kamehameha, the "Warrior King" of the Island of Hawaii, conquered all of the islands except Niihau and Kauai and proclaimed the Kingdom of Hawaii under his rule.

In 1840, the Kingdom adopted its first constitution, modeled along American democratic lines.

In 1898, Hawaii was annexed, not as a colony or possession or dependency, but as an "integral part of the United States." It was incorporated as a "Territory" in 1900.

Hawaii has an area of approximately 6,400 square miles. Oahu is 604 square miles. The estimated population of the Territory is 516,878. The population of the Island of Oahu is 375,866, and the estimated population of the city of Honolulu is 268,359.

Hawaii is an industrious, prosperous, and progressive community—a showcase of democracy. It is a progressive American community with high standards of living, thriving industries, excellent schools, and modern American government. Like other American communities, it has a heterogene-

ous population. Racial ancestries reflect the Asiatic, as well as the European, influence.

The Island of Oahu, with Honolulu as the Capital City, has an established cosmopolitan population, working together with a blended spirit of good will, mutual understanding and cooperation in a manner ideally representative of democracy in action. A material cross-section of the population is represented among the police officers and civilian personnel of the Honolulu Police Department as follows:

Hawaiian and part Hawaiian.....	196
Caucasian.....	130
Japanese.....	118
Chinese.....	66
Others.....	22
Korean.....	19
Filipino.....	5
Total.....	556

The Hawaiian Islands are politically divided into four "island-counties," and each "county" is



Chief Dan S. C. Liu.

policed by its respective law enforcement agency; namely, the Honolulu, Hawaii, Kauai, and Maui Police Departments.

The Honolulu Police Department's sphere of authority extends over the entire Island of Oahu, since the City and County of Honolulu have jurisdiction over the entire island, including those areas under Federal control. Similarly, the Kauai and the Hawaii Police Departments' jurisdiction embraces their respective islands. The jurisdiction of the Maui Police Department stretches out and embraces the islands of Molokai and Lanai. Needless to say, all four departments, while autonomous, work closely together in all matters of police interest.

History

The origin of the Honolulu Police Department can be traced back to 1834, when King Kamehameha III organized the first police force. It was comprised of a chief of police with a staff of 2 men. Nine years later, in 1843, there was organized a police corps for the islands, composed of a captain, sergeant, corporal and 24 privates.

In 1845, the King appointed a Marshal of the Hawaiian Islands for the supervision and control of the respective sheriffs of the several islands. At that time, police work included the inspection of hotels, inns, victualing houses, billiard parlors, and houses of ill repute, as well as enforcement of all laws and patrolling of the wharves during the shipping season. During the same year, the police were made a part of the military system of the government.

In the spring of 1850, all soldiers who were on the police force were removed from the latter office and replaced by full-time police officers. By July of 1861, there were 59 officers on the force and the budget was set at \$12,120 per year, increasing each year until 1890 when it was fixed at \$62,500. This compares with the 1956 cost of police department operation of \$3,084,832.41.

From 1902 until 1932, there was a continuation of the sheriff and the county system. In all, there were 19 heads of the police department from its origin until 1932. That year it was decided that the police system under an elected sheriff was too strongly enmeshed in politics to be capable of accomplishing effective and efficient law enforcement. A special session of the Legislature was called in January 1932, by the Governor to consider a change of the police system for the City

and County of Honolulu. As a result, a Police Commission and Chief of Police System were created to replace the system of a police department administered by an elected sheriff.

Organization

As provided by law, the Governor of the Territory of Hawaii appoints five citizens to serve as members of the Honolulu Police Commission. Each commissioner serves a term of 6 years. Each appointment must be confirmed by the Senate of the Territorial Legislature. Commissioners serve without compensation.

The Police Commission appoints the Chief of Police. The Chief appoints all police officers, including those in executive and supervisory capacities, through promotional examinations given by the Civil Service Commission of the City and County of Honolulu. In July 1948, the writer was promoted to the position of Chief of Police.

In 1941, both the Army and the Navy and their contractors were at work on extensive construction projects for national defense. To meet the increasing problem confronting the Department, due in part to the influx of civilian workers and military personnel, the Police Commission authorized an increase of 50 policemen to the force of 150, and later on the 200 were increased to 300 men.

The ability of the Department to cope with the situation resulting from the Japanese attack on December 7, 1941, proved the value of the Police Reserves and the extensive preparation begun in June, 1941. The trained reserves and regular force responded magnificently to the emergency, and their contribution and yeoman service have become a part of our war history. Since that day of infamy, the Honolulu Police Department has maintained a Police Reserve. Reserves continue to report for full duty week after week at their own expense and perform a commendable job for which they expect no compensation.

Training

The Department endeavors through proper training to provide the police officer with a comprehensive grasp of the organization and its service ideals, its program of law enforcement and community services, and to prepare him in every way to cope with the many complex problems of the police profession.

The beginning phase is a period of indoctrination. The recruit is instructed in the origin and nature of police work, general police responsibilities, and the elements of police organization and administration. The ideals of police service and ethics of the profession are given strong emphasis. The fundamental purpose of this aspect of training is to make the officer a useful member of the organization as soon as possible. The indoctrination program extends over a period of 9 days. At the end of this period, the recruit is assigned to an experienced patrolman on his regular tour of duty. During this conditioning period on patrol, he undergoes rotation to the functional units in the division.

The recruit is then put through a well-organized recruit training school. The program requires 8 weeks, 8 hours a day, of intensive study and application. The recruit thus becomes acquainted with

the art and science of criminal investigation and evidence. The basic elements of criminal law and procedure, together with the law of arrest, are stressed. He learns the complex nature of traffic problems and the police approach to their solution. He learns also that psychology, psychiatry, and sociology are essential in his training for career service. He is taught the art of self-defense; he is trained in the proper use of his service gun, the submachine gun, the gas gun, and the riot gun. In all, 66 subjects are involved in his training. Films and field trips round out this phase of schooling.

After the officer's year of probation, he is enrolled in the "refresher" phase of the Department's training program which provides for review and amplification of subjects previously studied. Specialized training covering the numerous skills required is superimposed upon this preliminary period of instruction.



Waikiki Beach, Honolulu.



Honolulu Police Department Review.

A specialized program of instruction dealing with the principles and techniques of command and supervision is also provided supervisory and command officers, as the Administration recognizes that intelligent supervision activates the constructive drives in the individual.

A police training bulletin dealing with the many diverse aspects of law enforcement, from scientific investigation methods to field tactics and problems, is distributed to every officer monthly, and thus provides the police officer with ready answers to his problems and serves as a reference.

The training school is staffed by the most competent officers available in the Department and guest instructors from the Federal Bureau of Investigation. The teaching staff is also supplemented by experts from other fields.

HASP

The problem of relations between conglomerate groups is one of major urgency not only in Hawaii but throughout the world, and it is especially centered in democratic countries. In a democracy like ours, public agencies must be constantly alert to their responsibilities in maintaining equal services for all groups at all times. This is particularly true in a cosmopolitan area. Hawaii is known as

the "Melting pot of the Pacific," its population being diverse in character and culture. Participating in its widely distributed services are represented all of the races, nationalities, religious groups and social classes. Hawaii typifies the complex nature of modern society with its many social problems.

Adding to the diverse character of its population are some fifty thousand military personnel and their dependents. Then, too, there are the many transient servicemen en route to their stations in the Far Eastern Section.

The military and the civilian intermingle daily, united by common and related functions within our mechanized and interdependent society. They are divided, however, by the fact that they have all emerged from different and alien cultural backgrounds. Not only individuals, but also nationality, racial and social groups are in competition as they strive individually and collectively to improve their status. It is almost inevitable that such competition will bring about some measure of conflict. There is implicit within the relationship the possibility of overt clashes and outbreaks.

The fact that outbursts of violence have not been extensive, particularly between the civilian and military, is attributable in large measure to

(Continued on page 23)

POLICE TRAINING

Some Modern Horizons in Police Training

by INSPECTOR ROBERT R. J. GALLATI, *Commanding
Officer, New York City Police Academy*

Only within the last few decades have we seen the emergence of any grave concern about the educational and training qualifications of law-enforcement officers. Despite the inherent value of the police vocation to society as a whole, the urgent necessity for maintaining high standards of education, training, performance, and ethics among our police officers has not been given due consideration until recent years.

In this age of mechanization, in this era of great achievements in the physical sciences, there has been a cultural lag since we have not advanced as rapidly in the social sciences. This is particularly true as it applies to the science of man's relation to man. It is this problem that the police officer must attempt to solve to the satisfaction of society—all the while protecting the rights and liberties of the individual. The police officer is expected to be an expert in this field. He must know how to deal with man in his most degraded moments, when man has taken leave of his senses, when man has joined with other men in panic due to the contagion of hysteria. The police officer sees the seamy side of man in his most intimate moments, in his domestic strife and in his depredations upon the highways, byways, and back alleys of life.

In the hands of the policeman there frequently rests the continued survival of an individual who has attempted to take his own life or whose life has been placed in jeopardy by accident or felonious design. The first aid that the policeman applies and the psychology that he is able to muster often spell the difference between life and death. The policeman's knowledge of crime and criminals is frequently the only factor that prevents the massacre of human beings, the destruction of property, and the desecration of freedom and liberty in our society.

The role of the police officer in the life of the community cannot be minimized, and in these days when the complexities of human relations have been greatly increased and tensions are en-

countered beyond those known in former years, it is essential that the police officer have the finest educational background and the most thorough training possible. We cannot afford to take chances in this regard.

Law enforcement is indeed one of the youngest professions. In this age we have been privileged to witness the accelerated development of that profession. The quality of a police force and its degree of professionalization necessarily depend upon the effectiveness of its training program. The keystone of modern progressive law enforcement is the police training program.

Training Phases

Police training has many aspects. The most ideal form of police training should combine all the recommended phases of training. Due to various circumstances and financial demands, such an ideal program can very seldom be realized by today's law-enforcement agencies. It would, at the outset, require educational qualifications for consideration as an apprentice in the profession. Only trainees with a high level of education, with



Inspector Robert J. Gallati.

background and character above reproach, with a satisfactory intelligence quotient, and with physical capacity and medical qualification of a superior degree should be accepted for the cadet training program. This program should endeavor to emulate standards similar to those maintained by the military academies at West Point and Annapolis.

The cadet training should be followed by a period of vestibule training. This period should be devoted to intensely practical aspects of the task at hand. As an integral feature of this training, the new officer would be assigned to actual police duties in company with an experienced officer to begin the never-ending process of on-the-job training. After satisfactorily completing his recruit training, he would then go forth on his own to perform his duties as a law-enforcement officer. However, he would be called back to the training authority on a systematic basis for in-service training.

Specialized training would be offered to officers who are to be promoted to higher rank or to some specialized assignment. If an officer is to be promoted to the next higher rank, the training should acquaint him with the particular problems of administration and supervision he must shoulder upon the assumption of added responsibilities. If, on the other hand, he is to become a detective, a plainclothes man, a member of a special youth unit, or a member of some special squad such as the narcotics squad, he should receive training designed to improve his efficiency in the performance of these particular tasks.

At all times in the pursuance of his official duty, either as a foot patrolman, traffic patrolman, de-



Recruit training in accident investigation.

tective, plainclothes man, or as a member of some specialized unit or squad, he would constantly receive instruction and training from his superiors. This training should be one of the primary functions of the superior officer responsible for the individual's performance. In order to be certain that superior officers of varying ranks are qualified to train those in their charge, these officers would be retrained on a regular basis so that they are made fully aware of administration policy and understand current developments in the art and science of law enforcement. This training must be designed to inspire superiors to be dedicated in their desire to continuously train subordinates.

Thus, the ideal program would provide training designed to fit the specialized need of the law-enforcement officer at each stage of his career. Training would be constant and thorough and as much an integral part of the officer as his gun and shield. Upon officers' promotion to higher echelons, command training would be mandatory.

Above and beyond the various types of training that the law-enforcement officer would receive without charge and during working hours, there would be a program available to the officer through which he could broaden his entire educational perspective. This type of instruction would be available to him on a voluntary basis and should be either free or offered at a minimal cost. This type of education is best given where some integration has been effected between the police training school and a college or university. Thus, high standards can be maintained at all times and professional contact between the law-enforcement academy and the institution of higher learning will be beneficial to both. This college-level training would not end upon the achievement of a degree by the student officer. This should be, as indeed all commencements are, merely the beginning of his professional development. There would also be offered, under the sponsorship of the police academy, a graduate course presenting a program applicable to the vocation of law enforcement on a graduate level. Thereby, student officers may be inspired to continue their professional growth indefinitely during all their years in the department.

Ethics

Through all phases of training, whether it be cadet, vestibule, in-service, on-the-job, specialized,

prepromotion, collegiate, graduate, or command training, there should run the fine thread of moral and ethical concepts. In this manner the student is impressed with moral values, is confirmed in the ethical standards of his vocation and willingly accepts the grave responsibility that rests upon him in a democratic society. The student should be made to realize that he cannot adopt the morals of the jungle. It is he who must, in his wisdom, preserve the delicate balance between the rights of the individual and the interests of society as a whole. He is indeed the gyroscope that keeps democracy on an even keel.

The foregoing comments refer to ideal training goals which each community might attempt to attain. To what extent has the city of New York progressed toward or accomplished these training goals? Significant advances have been made in the field of training during the past several years in New York City.

Police Academy

The New York City Police Academy has expanded and developed so that it now offers recruit instruction in the nature of a vestibule training school for a 4-month period. This training has been recognized by the City College of New York to be of such a quality that college credits have been accorded for the successful completion of recruit training.

Further integration with the City College of New York has been effected so that additional collegiate training leading toward associate in applied science degrees or baccalaureate degrees may be taken either in the Police Academy or in the City College itself, or in both. In addition, a program of graduate study is now being developed so that upon completion of the degree course provided by the City College, or by any other college, the student may obtain additional graduate education related directly to the professional field of law enforcement.

The Police Academy has provided prepromotion courses for sergeants and specialized training for detectives, plainclothes men, traffic patrolmen, emergency service patrolmen, police surgeons, and school crossing guards. An active in-service training program for all patrolmen and sergeants is currently being conducted throughout the city at 10 locations convenient to the members of the department. Superior officers are enrolled in col-



Production of a training film.

lege-level supervisory and administrative courses given in coordination with the City College of New York. Command training, employing the conference teaching technique, is a recent innovation.

The staff of the New York City Police Academy realizes that mere exposure of its students to essential material does not fulfill the mission of the training facility. It is incumbent upon the instructor to utilize effective teaching techniques and to ascertain student comprehension through the medium of constant classroom quizzes and frequent examinations. Police Academy instructors maintain extensive records relative to the progress of each student in every phase of his training. Incompetent trainees are summarily dealt with and unsatisfactory recruits are dismissed from the department.

In order to dramatize training in important subjects, the Police Academy has stressed audio-visual teaching methods. Playlets have been successfully presented and moot court is a regular feature of the curriculum.

Recently the Police Academy has embarked upon the ambitious venture of producing its own training films. The enthusiastic response to Department Training Film No. 01 entitled "On the Witness Stand" has proven the training value of the motion-picture medium. The script writer and the entire cast of this 35-minute film are policemen. The film is in full color and was produced under the supervision of the commanding officer of the Police Academy.

Extensive use of training aids has been encouraged and many ingenious devices have been

(Continued on page 23)



The previous articles in this series concerning fugitive investigations presented some ideas in connection with locating and apprehending wanted criminals. Many of these criminals, even after their capture and incarceration, continue to plague law enforcement and the public. The criminal who escapes from, or while being transported to, a jail or penal institution is a special case in the category of fugitives. The escapee is a criminal who gambled his life or an extension of time in prison for the opportunity to gain "freedom." Sometimes sly and clever, he is often desperate, both in the act of escaping and in his efforts to avoid recapture. The fact that he took the risks to flee incarceration is a substantial indication that he possibly will fight to maintain his ill-gotten liberty.

The purpose of this article is to set out a few points concerning escapes of prisoners while being arrested, while being transported to jail, or after being incarcerated in a jail or prison. The article is not meant to be all-inclusive but rather to briefly discuss various factors as revealed by studying the escapes of approximately 150 prisoners.

Those who consider escape include "lifers" and "short termers," habitual trouble makers and trusties, juveniles and adults, vicious criminals and minor offenders. No guard can afford to assume that any prisoner is immune to the escape "bug." Prisoners with less than a year to serve have escaped. One man who had less than 2 months to serve walked away from an honor camp after learning that a detainer had been placed against him. Another escapee had gained the confidence of authorities to such a degree that in connection with his prison work he was allowed to leave and reenter the penitentiary at any time during the day and early evening. At the time of his departure, plans were being made by his family for his parole.

On the other hand, prisoners with records of poor behavior while incarcerated and with long sentences yet to serve have refused to join other

Escapees Constitute an Added Problem in Fugitive Cases

prisoners in escaping, giving as their reason the fact that they did not wish to be chased by law enforcement officers.

Transporting Prisoners

The dangerous possibility of arrested persons making a break for freedom is a problem which law enforcement officers must always keep uppermost in mind. Each year over 150,000 persons are transferred from jails to penal or correctional institutions. Many of these consider or attempt escape. The law enforcement officer who makes just one mistake while transporting or helping to transport a prisoner may find that one mistake is too many.

From the time a subject is arrested, there is a multiplicity of problems which present themselves to the police officers responsible for the handling of the prisoner. One of the major problems involves assuring the security of the prisoner while at the same time considering the subject's health, personal safety, general welfare and personal rights. A very logical initial step at the time of an arrest is the search of the prisoner for any weapons or items which could be used to commit assault on the arresting officer or self-destruction on the subject. The nature of this search will, of course, depend on the time and circumstances of the arrest, but carelessness in this matter can result in serious consequences.

Opportunities for escape are plentiful when an officer is transporting an arrested person to a jail or from one place of incarceration to another. During such a period, the prisoner has no cell to break out of, no walls to scale, no armed guards in towers to evade. On such occasions, when the nature of the alleged crime and the disposition of the subject warrant, the guarding police officers can make good use of restraining equipment such as handcuffs, leg irons, restraining belts, etc. It is a paramount rule to remember, however, that such equipment misused by the police officer can be used by the prisoner to inflict serious damage

on his custodian and thus effect an escape. Every police officer should constantly be alert that handcuffs and other restraining devices are merely temporary measures and that their use does not relieve the officer from guarding the prisoner.

While being transported by automobile, two prisoners made their escape by killing one of their guards and taking the other as hostage, forcing him to drive them from the scene of the killing. The "key" to this escape was a small piece of metal which one of the prisoners used to unlock his handcuffs. After the escapees were captured, this prisoner explained that he always carried a hacksaw blade or a piece of steel secreted in a small slit in the waistband of his trousers. A small slit large enough to hold a razor blade was also found in his belt.

Jail inmates, realizing the opportunities for flight while in transit, have on occasions admitted feigning illness in order to be taken to a hospital so that an escape attempt could be tried while en route to the hospital. In one case, a prisoner being held on a murder charge in one State insisted that he was guilty of another murder in another State. Prison authorities determined that this was a hoax in an endeavor by the subject to gain a possible chance at escape while being transported to the other State.

In this article space does not permit outlining the details of transporting prisoners by the various means of transportation available. It will be beneficial, however, for any officer given such an assignment to thoroughly familiarize himself with the techniques, hazards and suggested procedures for handling prisoners while en route on trains, in motor vehicles or any other method of moving prisoners which might be his particular task at hand.

Incarcerated Subjects

In making detailed plans for escape, prisoners in institutions generally ascertain the routine procedures of the jail and the habits of the jailers and custodians. One of the major advantages for an inmate planning to escape is casualness or inattention to security details on the part of jail employees.

Strict security regulations or strong jail facilities can greatly discourage an inmate's thoughts of escape. Accordingly, police agencies having jail facilities should include inspection of such quarters in the regular checks in addition to stress-

ing the need for attention to the duties involved in handling prisoners in jail.

Guards and jailers, in searching prisoners' cells, often find various types of articles which the prisoners plan to use in effecting escapes. Often these searches are made after officers have been alerted by information contained in intercepted notes passed between prisoners. For example, after intercepting notes, officers found in the mattress of one prisoner various pieces of soap so shaped that they could be assembled to simulate a .45 caliber automatic pistol. The soap gun consisted of a frame and slide which actually could be racked in the exact manner of an automatic pistol. Quantities of tinfoil obtained from cigarette packages were also located. The tin foil apparently was to be used to cover the gun to give it a metallic appearance. A rubber heel found with the tin foil was to be used in coloring the tinfoil to represent the blue steel appearing in an automatic. Several wooden drills which the prisoner had carved to make this ingenious weapon were also dug from the mattress. It was later discovered that the wooden drills had been made from pieces of wooden coathanger.

In another jail, the sheriff and deputies "shook down" the jail and questioned prisoners regarding a suspected escape attempt. Numerous hacksaw blades, makeshift blade holders, and sheets and blankets knotted into ropes were discovered hidden in a large cell block where prisoners were kept between breakfast and dinner. They found that one steel bar was completely sawed through and several were partially sawed. In addition, the officers found a chart of the planned escape route which indicated that the prisoners intended to ambush the night guard as he inspected the jail yard in the evening. The sheriff estimated that the escape could have been effected within 2 more days had the plot not been discovered.

Another prisoner modeled a head out of plaster of paris which was almost an exact duplicate of his own image. He planned to place this head on his cell cot so that he would appear to be asleep in his bunk. This scheme, however, was detected by prison officials prior to the planned break.

Some prisoners employed as drivers of prison vehicles simply drive away. Others use more ingenious methods. One of the methods commonly used is that of posing as trusties. For examples, two prisoners walked out of a penitentiary by exhibiting trusty passes to a new guard at the gate. These passes contained all the necessary informa-

tion, such as the names and descriptions of the prisoners and their photographs, which in some unknown manner had been obtained and placed on the passes. Others have mingled with large groups of trustees on various work details of trust and have managed to escape from these less closely supervised groups.

In one daring escape, two prisoners made their way, hand over hand, on a high tension wire from a prison dormitory to a point outside the prison walls approximately 200 yards away.

Any vehicle leaving the prison grounds must be looked upon as a possible means of escape. One man apparently secreted himself in the well of a desk which was part of a load of refinished furniture being removed from the prison. Another, a small man, apparently crawled up under the frame of a freight truck, concealing himself in such a manner that he succeeded in leaving the prison undetected when the truck passed through the gates. Another prisoner concealed himself under a freight car. A switch engine entered the prison grounds and pulled the car away, taking the hidden prisoner out past the guards.

The jail escapes just mentioned involved no great physical exertion or violence on the part of the escapees. No "tools" were needed. No law enforcement official or private citizen was injured or terrorized. This, unfortunately, is not always the case. Many guards have been assaulted, often with bars ripped from bunks, angle irons torn from doors or screens, and pipes ripped from plumbing facilities. Blackjacks are sometimes made by placing heavy objects, such as handles torn from plumbing fixtures, in socks. Knives have come from the kitchen or grounds of the prison or have been smuggled to the prisoners by outsiders. Firearms are often obtained from outside sources, such as associates or relatives.

The assaults often occur as guards make their regular rounds. Often a guard may be assaulted when delivering meals. For example, two prisoners escaped by throwing hot soapy water into the face of a jailer who had brought their breakfast. Using an iron bar ripped from a cell bunk, the prisoners hit the jailer over the head, took his wallet and car keys, locked him in the cell, and escaped.

Experience shows that jailers need to be particularly alert when prisoners specifically request to see them. One jailer who was called to a cell at 3:20 in the morning supposedly to give medicine to a prisoner was brutally assaulted and

robbed by two other prisoners, who, along with the "sick" inmate, fled. Another prisoner, whose escape attempt had been thwarted, asked to speak with the warden. While the prisoner was talking through the bars with the warden, a guard found that he had torn a metal brace from the bunk in his cell. The prisoner admitted that had the warden entered his cell to talk, he would have assaulted him with the metal bar in another effort to escape.

An unusual amount of noise being made by prisoners should immediately alert the guards for trouble. According to one jailer, a disturbance was the forerunner of a prison break in which five men escaped. One night a prisoner who was being held in a minimum security block began a disturbance. Officers escorted him to a maximum security block where he might be held until morning to await disciplinary action. When ordered to submit to a wall search after reaching the maximum security block, the prisoner pulled a revolver and ordered the guards to open the cells of six other prisoners, four of whom left their cells. The prisoners, armed with knives and pieces of pipe, in addition to the revolver, forced the guards to disrobe. Two other guards arrived to see what was causing the delay. They were also forced to disrobe. The prisoners, having donned guards' clothing, proceeded to the first floor, where another guard was forced to undress and turn his clothing over to them. Several other guards were also taken into custody and forced to lie on the floor. The prisoners took their wallets, automobile keys, and automobile registrations.

Twelve house officers and a steward who were still dressed were ordered to accompany the five inmates to the gate, first flipping a light switch, in keeping with the nightly custom, to indicate that house officers were proceeding toward the gatehouse. To the other guards, the men all appeared to be house officers and were allowed to proceed out of the prison. The five prisoners commandeered a car driven by an off-duty guard and drove away, taking him as a hostage.

Seven inmates who were engaged on a repair job inside a cell block obtained an acetylene torch, homemade knives, pipes and wrenches and overpowered two guards. The seven then cut their way through the bars of a cell block window, jumped to the ground, and made their way into the nearby woods.

In another jail break, prisoners reportedly set fire to the prison flax mill in order to create suffi-

cient confusion to give them some cover for their flight. On one occasion two prisoners made a running break for freedom after hurling lighted homemade gasoline bombs at a guard post.

In addition to escape by trickery and by violence, there is another very common method. Many prisoners quietly dig or saw their way to freedom. Seven prisoners escaped by sawing a hole approximately 16 inches by 9 inches in a steel plate wall. They then climbed on top of a cell, tore a hole in the roof leading to the attic, climbed through the narrow aperture of a rooftop ventilator, and slid down a drain pipe to the ground. Three prisoners escaped by sawing a hole approximately 12 inches square out of the side of a jail and sliding down a rope in the jail elevator shaft. Another prisoner sawed his way out of his cell and then released a fellow convict. Together, they sawed through the bars of the cell block itself and lowered themselves to the ground within the wall. Subsequently, they scaled the penitentiary wall with the aid of a timber, dropped to the ground outside and fled amid a hail of bullets from the tower guards. Another man broke a bar in the shower room of a house of correction, squeezed through the opening, tied a blanket to the window and slid to the ground.

Outside Help

Some prisoners apparently make their escapes with no assistance from anyone, while others are aided by fellow prisoners, by prison employees, or by persons outside the prison walls. It is not always possible, of course, to determine who assisted the prisoners to escape, as recaptured prisoners often refuse to name their "benefactors." In one case, a prisoner escaped from a road gang by pulling a gun on a guard and disarming him. Apparently a woman had given the gun to a waterboy who in turn had slipped it to the other prisoner. The woman apparently waited nearby in her car and the subject joined her.

One prisoner was aided by a former inmate who had been hired to serve as a temporary cook at the institution. Using another prisoner as a "go between," the prisoner who planned to escape slipped the cook \$10 and later added an additional \$3.50 to this amount. The cook subsequently delivered 4 hacksaw blades concealed in a magazine. The prisoner sawed the bars of his cell and escaped to the lobby, where he overpowered the deputy jailer by a heavy blow with a piece of the

jail bar. He then grabbed the jail keys, ripped the phone from the wall and fled.

In another case, a 17-year-old girl brought hacksaw blades to her 23-year-old boy friend by concealing them under her sweater. When questioned, she said, "The reason that I bought and gave him the blades was because he had been nice to me and I felt sorry for him. I wanted to help him and he promised that he would not hurt anybody in getting away." Her friend and two other prisoners hacksawed their way from an inner cell, assaulted and robbed a guard and escaped.

One prisoner succeeded in obtaining a revolver from an accomplice outside the jail by means of a piece of string lowered from one of the jail windows.

Immediately after escaping, some prisoners literally "take to the woods," avoiding roads and highways until they think the hunt has had time to cool off. The first thought of most escapees, however, seems to be to gain transportation immediately; hence, escaped prisoners usually steal or commandeer cars, sometimes using violence. One man escaped from prison in Virginia, hitchhiked to a nearby town, stole a car, abandoned it in Washington, D. C., stole another vehicle which he drove to Pennsylvania and abandoned. He stole another car and drove into Indiana. He was captured by State police officers who had been notified after he had driven away from a service station without paying for gas.

When captured 5 days after escaping, two 17-year-old boys admitted having stolen seven vehicles, driving each until it ran out of gas, abandoning it and stealing another. They also admitted committing burglaries along their escape route.

Escapees often "ride the rails." One man's freedom was short-lived because of the alertness of crew members of a freight train. The crew members sighted the fugitive hiding in an empty coal car and recognized him from newspaper photographs. They arranged to have railroad police waiting for the train at the next stop to take the escaped prisoner into custody.

Escapees' Viewpoint

An acquaintance of one escapee stated that he thought this man enjoyed breaking out of jail and that he considered fleeing from law enforcement officers great sport.

Others feel that any life is preferable to prison

life. One prisoner, when confronted with material found in his cell, said, "Sure I was going to use it to escape. What have I got to lose?"

Another, when captured, asked an officer to "put a bullet between my eyes." Captured in a swamp, he expressed disappointment that "friends" whom he refused to identify had failed to carry out their bargain to provide transportation to Canada. He said that he had planned to have his wife and son join him there. He also said that he would always give the most serious consideration possible to escaping from any institution to which he might be confined.

Another said that he was allergic to confinement and would go all out to either escape or be killed in the attempt. Apparently many prisoners suffer from this same allergy. For example, the first 100 fugitives to appear on the FBI's Top Ten program boasted a total of 105 escapes. This does not include the many attempts which were foiled by effective prison facilities or alert guarding.

Dangerous

These brief glimpses into the cases of a few criminals who chose to escape from custody reveal the escapee to be an ever-present problem for law enforcement and a serious threat to citizen safety. Sometimes clever in plotting, sometimes fortunate in having circumstances play to his advantage, the escapee should always be considered a dangerous individual inasmuch as he is risking his life or at least an additional sentence against his effort to be free from custody. Failure to assure the security of inmates in jails or prisoners in transit to jails can nullify the best efforts of law enforcement in rounding up criminals. Furthermore, the success of an escapee places an additional drain in expense and manpower loss upon police agencies. Accordingly, successful operation in law enforcement means more than adroitness in detecting crime and apprehending criminals. It also requires adequate facilities for incarcerating these criminals and proper training of personnel in handling prisoners.

This series of articles concerning the problems involved in fugitive investigations is intended to set forth as reference material some pertinent points which might be of advantage to an officer or police agency combatting the fugitive problem. It is hoped that this information and the widespread concerted attention of police agencies in the nationwide law enforcement conferences being

conducted this year on the subject of "Law Enforcement and the Fleeing Felon" will produce beneficial results for law enforcement and reduce the chances of illicit freedom for the hordes of fugitives at large in the country.

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



Revamped Records Locate Escapees

Recently the officials of the West Virginia Penitentiary conducted a "round-up" of escaped prisoners. Under the supervision of the prison's identification officer, the inmates employed as clerks in the identification office of the penitentiary conducted a systematic review of the prison's files on escapees. After consolidating separate files which had been maintained in the institution in past years, the clerks compiled a complete list of prisoners who had escaped since 1886. This list numbered approximately 300. A Form FD 112 concerning each of these escapees was then submitted to the FBI Identification Division in Washington. It was found that there were no fingerprints on file for about 110 of these people as no prints had been taken when they had entered the prison many years ago. Records on file revealed that three escapees had died and that about 100 were incarcerated in other institutions. Detainers were filed with those institutions for the escapees.

Interstate flight

A review of the files of the penitentiary disclosed that in the case of several escapees information had been received which indicated interstate flight. Under the provisions of the unlawful flight statute, the FBI was requested to assist in the location of these men.

Approximately 20 escapees were located as the result of correspondence conducted by the identification office of the penitentiary.

As a result of this project, the penitentiary now has a complete and separate up-to-date file on all escapees. Other records of the institution have been consolidated and revised, providing a full yet concise record concerning all present and former inmates of the institution.

"Escape Boot" Utilized in Transporting Prisoners

by LLOYD "BEA" THOMPSON, Sheriff of Eau Claire County, Eau Claire, Wis.

On many occasions I have transported prisoners from various parts of the country to Eau Claire, Wis., for prosecution. In addition, my deputies and I have transported many prisoners to and from court to various penal and mental institutions in the State of Wisconsin. Yet, I have never been completely satisfied with available equipment to discourage prisoners from attempting to escape, or equipment tending to make it impossible for them to escape while being transported.

On the 15th day of September 1956, one of my deputies and I were transporting a prisoner from Huron, S. Dak., to Eau Claire, Wis. The trip was uneventful until we were within 20 miles of our home destination. As we were leaving a restaurant after having eaten a meal, the prisoner succeeded in getting free for a short period of time but was recaptured within a matter of a couple of hours.

This episode crystallized in our minds some thinking that had been going on for a period of time. The result was the "transportation boot."

The boot is described as a three-quarter length boot, size 13, with a double sole and a cast-iron plate, 1½ inches thick, which is placed between the inner and the outer soles. It has an iron strap welded to the cast-iron plate, extending up the back to a point just above the ankle of the boot. It has a loop in the metal strap on the back and a chain extending through this loop which can be tightened and then locked securely with a padlock. Extending over the instep, there is a strap which can also be tightened to hold the boot in place. It has a bowling-shoe type of lacing, which permits tighter lacing of the shoe from the bottom to the top. The cast-iron plate in the sole and the metal strap on the back are completely covered with leather to make it as inconspicuous as possible. The boot is made to fit the right foot only, weighs 17½ pounds and resembles an ordinary built-up boot.

Although the boot is a size 13, it can be used on men with much smaller feet by the addition of one or two pairs of heavy socks and by tightening the laces to make it smaller. If it is necessary for one officer to transport a prisoner in a car, the



Sheriff Lloyd Thompson.

individual wearing it on the right foot is not able to use it to advantage against the officer.

The specifications for the boot were sent to the Wisconsin State Prison at Waupun, Wis., and the boot was manufactured at that institution and is now being used by the Eau Claire County Sheriff's Department. Recently a prisoner was received at the Eau Claire County Jail who had attempted to escape from the arresting officers and in the past, on at least one occasion, had participated in a successful jailbreak. This boot was used to transport him from jail to the courtroom and from the county jail to the State prison. He was completely baffled by the boot.

Considerable interest has been indicated in the "transportation boot" by law-enforcement officers who have viewed it. We feel that this restraining device is valuable in police work. It is hoped that its use will aid officers in transporting prisoners and preventing future escapes.



The escape boot.

SCIENTIFIC AIDS

(EDITOR'S NOTE: The following article has been prepared only as a guide and is not intended to indicate that the handling, dismantling or destruction of homemade bombs outlined should be attempted by nontechnical personnel. In every instance a competent explosives expert should be consulted.)

Upon the discovery of a bomb or a suspected bomb, the function of the private citizen should ordinarily be limited to warning all persons in the bomb area and notifying the proper authorities.

The problem presented to the law enforcement officer is much more difficult. He is concerned with both the protection of human life and property and with the removal of the bomb menace and subsequent investigation to establish the perpetrator. The primary importance of human life, including his own, however, should be the controlling factor in his efforts to dispose of the bomb.

It would be extremely unwise for a person other than a trained explosives expert to attempt to dismantle a suspected bomb.

Initial Steps

In view of the almost infinite possible varieties of bombs, it is obvious that no set procedure can be established for handling all of them. There are, however, certain positive steps which can and should be considered by the law enforcement officer upon the discovery of a bomb or suspected bomb.

Some of these steps are:

1. Clear the danger area of all occupants.
2. Obtain the services of an explosives expert.
3. Avoid moving any article or object which may be connected with the bomb or act as a trigger mechanism.
4. Establish an organized guard outside the danger area.
5. Shut off power, gas and fuel lines leading into the danger area.
6. Remove flammable materials from the surrounding area.
7. Notify the local fire department and rescue squads.
8. Arrange for medical aid to stand by.

Safety Precautions for the Handling of Homemade Bombs

9. Obtain mattresses, sandbags or other similar baffle devices for protection against flying fragments.
10. Check and have available fire-extinguishing equipment.
11. Arrange for use of portable X-ray equipment, if deemed advisable by the explosives expert.

Control Action

In dealing with a suspected bomb it is desirable to establish the fullest possible measure of control over it before attempts are made to disable it. After the initial steps outlined above have been taken, additional steps to reduce the effects of the explosion may be indicated. When these steps require personnel to enter the danger area, the use of barricades and protective shields is important. Light metal portable shields are of little value. It would be preferable to use a mattress, which, unlike the shield, would not be an additional source of danger if forced violently by the explosion against the person shielded.

Sandbags form an effective barricade and can be used to advantage in confining or directing the force of an explosion. They should generally be used to surround but not cover the bomb, thus directing the force upward and downward rather than laterally over adjacent areas. It may be desirable, depending on circumstances, to place barricades over the bomb to direct the force downward, thus lessening the force in other directions.

Sandbags piled between the bomb and valuable items or critical points would afford some protection and should receive some consideration.

Disposal

Disposal of a bomb may be considered after appropriate control action has been taken. Consideration should be given to destroying it where it is found rather than risk the danger of moving it. This course is especially recommended if relatively little property damage would result. The package containing the bomb or suspected bomb may be either exploded or broken apart by rifle fire from behind a barricade at a safe distance.

Where rifle fire is not advisable, the package might be burned or exploded by placing kerosene- or oil-soaked rags or paper around it and igniting the rags or paper, withdrawing a safe distance from the bomb after the rags or paper have become ignited.

Moving the Bomb

When it is deemed advisable to remove the bomb rather than explode or burn it where it is, a number of factors should be considered. It must first be determined, so far as possible, whether the bomb is a time or trigger bomb.

A *time bomb* explodes automatically at a predetermined time. It is usually activated by a clock mechanism though it may be set off by some chemical delay device. Such a bomb is seldom sent through the mails, though this possibility does exist. Such a bomb may be directed against either persons or property.

A *trigger bomb* may be set off by picking it up, inverting it, stepping on it, opening up a lid or some other similar natural act involving movement of the bomb or a part of it. Such a bomb would be directed against persons rather than property.

If the bomb in question is determined to be one of the trigger-type, operating, for example, when the lid of the package containing the bomb is raised, the bomb can be transported with comparative safety to open country to be destroyed.

While all time bombs do not contain clock mechanisms, if such a mechanism is used it may be detected by placing a microphone, preferably of the contact type, against the package and listening with the aid of an amplifier placed some distance from the bomb.

Odors or fumes emanating from the bomb package might indicate a chemical time fuse in action, though their absence would not eliminate this possibility.

A suspicious package may be examined by X-ray by manipulating the X-ray equipment into place from a distance and from behind protecting mattresses. Either fluoroscopic examination or X-ray photographs should be made from all possible angles without moving the package. The X-ray may determine whether the package is actually a bomb and, if so, its construction and possible method of detonation.

The popular idea that any bomb should be immersed in water is highly dangerous.

Water might complete an electrical circuit necessary to detonate a bomb and is entirely ineffective in other types of bombs when the explosive substance may be enclosed in a glass jar or, as in the case of dynamite, wrapped in a water-proof wrapper.

Black powder is disabled by immersion in water and water may stop a clock mechanism.

Petroleum products, such as gasoline, light motor oil or lubricating oil offer many advantages over water. They also may stop clock mechanisms and will not conduct electricity. Gasoline and fuel oil have the additional advantage over motor oil of disabling certain explosives themselves as well as their actuators. If gasoline reaches ammonia dynamite and some other explosives it will desensitize them. Tests do not reflect that it has this effect on gelatin dynamites. Experimental bombs immersed in gasoline were exploded and the gasoline was not ignited by the explosion.

Two types of bombs will be discussed: the open-type and the concealed or disguised bomb.

The open-type bomb makes no effort to conceal its nature. Several sticks of dynamite tied or taped together, fitted with a safety fuse and blasting cap, compose an open-type bomb. A short piece of pipe loaded with an explosive substance capped at both ends with a piece of safety fuse protruding from a hole through one of the capped ends should be regarded as an open-type bomb. If the safety fuse and blasting caps in either or both are replaced with an electric detonator, they can be activated by attaching the electric blasting cap leg wires to an electric current. Ordinary house current, a telephone, buzzer, bell or flashlight batteries provide likely sources of current for setting off an electric blasting cap. Bombs of the open type are easily recognizable and thus are generally directed against property rather than persons, who would be warned simply by the bomb's appearance. Such bombs naturally cannot be sent by mail or express but are usually placed or thrown.

In dealing with an open-type bomb the technical man realizes that most safety fuses cannot be extinguished by water or by stamping but must be severed ahead of the progress of burning. The progress of burning will not always be visible but can, at times, be detected by a discoloration of the fuse. Safety fuse manufactured in this country normally burns at a rate of 90 to 120 seconds per yard. If it can be determined how much unburned fuse remains on a length of burning fuse,

the remaining period of delay can be calculated. Severing the safety fuse well ahead of the progress of burning will normally render the bomb inactive. If possible, removal of the safety fuse by pulling it away from the bomb may render it inactive. Even though successful in cutting or removing the safety fuse, the bomb itself should be treated as an active bomb until explosives experts dismantle it and render it safe to handle.

Concealed or disguised bombs are generally activated by time delay devices or by trigger mechanisms. Any conceivable object of practical size can be used to disguise a bomb. Gift packages, cigar boxes, food containers and an infinite number of items are reported to have been used to effect disguise. These types of bombs are directed principally against persons.

Concealed or disguised bombs rely on the element of surprise for their effectiveness. They should be handled only by explosives experts.

There are two types of explosives used in the construction of homemade bombs: namely, low-order and high-order explosives.

Typical high-order explosives which are easily obtained because of their commercial values are the various grades of dynamite and blasting gelatin. It is necessary to detonate high explosives with a blasting cap to which a fuse is attached or by an electric detonator. All the explosive items necessary are available as commercial explosive items. When high explosives are detonated, the explosive wave produces a high degree of fragmentation.

Typical low-order explosives are black powder, smokeless powder, and volatile vapors. These must be ignited by heat, friction or spark. When low explosives are ignited they have a pushing effect rather than a fragmenting effect. They are often followed by clouds of dense or black smoke and may start fires. Bombs using volatile liquids as the explosive media are infrequently found due to the difficulty in controlling the vapors of a volatile fluid to obtain a vapor-air mixture falling within the explosive limits of the volatile substance used. (For example, the explosive limits of a gasoline vapor-air mixture are from 2 to 6 percent gasoline vapor to air mixture.)

Black powder can be purchased commercially as blasting powder or easily made by mixing salt-peter (potassium nitrate), sulfur and carbon together in the proper proportions. All three of the above substances, if purchased separately, would arouse little or no suspicion. Black pow-

der has been known to have been made in school laboratories and its formula and instructions for making are contained in some "toy" chemistry set instruction manuals.

Smokeless powder is readily available at sporting goods stores handling supplies for the reloaders of ammunition. Smokeless powder, like black powder, has been frequently used to load pipe bombs. Customarily, they are ignited directly by safety fuse.

The danger in handling homemade bombs by other than qualified personnel should be obvious.

To reiterate, the intent of this article is to discourage the handling, dismantling and destruction of homemade bombs by other than technical personnel fully acquainted with explosives and explosive devices.



BEWARE—BLASTING CAPS!

This year, as in the past, the International Association of Chiefs of Police is participating actively in the blasting cap safety campaign conducted by the Institute of Makers of Explosives. The purpose of the campaign is to reduce the number of accidents caused by these innocent-appearing metallic cylinders which annually blind, cripple, and kill citizens who are unaware of their potential danger. The program of education is aimed particularly at boys and girls, who are most often the victims, but it also points out that many adults are unfamiliar with the appearance and power of these explosives.

Citizens who find blasting caps are warned to leave them alone and to notify a law enforcement officer or a fireman.

Officers who are not experienced in handling such explosives without endangering their own lives or the lives of others are urged to get in touch with the county agricultural agent, the local high school vocational agricultural instructor, a representative of the United States Bureau of Mines, a representative of an explosives manufacturer, or the area headquarters of any major quarrying, mining, or construction project.

A 16-mm., 15-minute, sound-color film entitled "Blasting Cap—Danger," blasting cap safety posters, and other material are made available free of charge to teachers and other leaders of youth groups by the Institute of Makers of Explosives, 250 East 43d Street, New York 17, N. Y.

OTHER TOPICS

Blue Earth County lies in south central Minnesota, approximately 90 miles south of the Twin Cities of Minneapolis and St. Paul. Approximately 40,000 people inhabit the county with about half of the population centered in the county seat, Mankato. An excellent farm production center, Mankato also serves as the retail center for a vast trade area meeting the needs of almost 127,000 people. Manufacturing is also important, and the city contains flour, feed, electric motor and can manufacturing plants, to name a few. Young people are attracted to the city by its three colleges, the largest of which is Mankato State College, second only to the University of Minnesota in enrollment among institutions of higher learning in the State.

In Blue Earth County perhaps we have the typical law enforcement problems encountered by the rural prosecutor and police officials. In this rural area there are a sheriff and one deputy sheriff to maintain law and order. In the city, there is a police force of 27 men, working in three shifts and providing 24-hour protection. The county attorney, or prosecutor, must be more or less a jack-of-all trades. He handles all of the legal business of the county, both civil and criminal; prosecutes juvenile matters in the juvenile court; attends all commitment hearings where persons may be committed to State hospitals for treatment; attends all grand juries and coroner's inquests over dead bodies; advises the county board of commissioners and all county officials concerning matters relative to their official positions; prosecutes highway traffic violation cases in municipal and justice courts; and performs other duties set forth by law.

The county attorney is not required by law to devote all of his time to his official duties. Therefore, he may carry on a general law practice so long as it does not conflict with the interests of the county and State or his work as county attorney. In this sense, his job might be considered part time.

The typical rural prosecutor provides his own working space and most of his working tools.

Cooperation Between Police and Prosecutor

by CHARLES C. JOHNSON, *County Attorney,
Blue Earth County, Mankato, Minn.*

Generally, he has no assistant and no investigator assigned to assist in the preparation of cases for trial. One day he may be prosecuting a serious felony case in district court and on the following day he may be prosecuting a disorderly conduct or traffic violation case in municipal or justice court. The experience gained in this work is very broad, but the prosecutor cannot and does not become an expert in the prosecution of any certain type of law violation. He cannot be selective in the types of cases he prosecutes inasmuch as it is his duty to prosecute them all.

In the same manner, rural police officials work on all types of cases. Although some rural officers become particularly skillful in certain types of crime detection, there are no "experts" in any



Charles C. Johnson.

certain field. Necessarily, there are no robbery, homicide, forgery, or other divisions in the rural police department comparable to those in the larger metropolitan departments.

Nevertheless, the same crimes are committed in the rural areas as in the larger cities. Although numerically fewer, these crimes still require the same degree of evidence to convict the violator, as well as the same type of investigation and prosecution. Actually, some criminals are known to commit their acts in the rural areas due largely to the problems that confront the rural enforcement officers and prosecutors.

Cooperation

It follows, of course, that the county attorney needs the complete cooperation of the enforcement officers if his efforts are to be successful. He is one member of a team in his community striving for good and efficient law enforcement. On the other hand, the enforcement officer requires and is entitled to expect the complete cooperation of the county attorney.

For example, recently we completed a criminal matter which was of a type not ordinarily encountered in this county. Some time ago a local citizen called at the office of the county attorney and related an experience he had. Called to a home in the county to service an appliance, he was greeted by a housewife at the door. A short time later while working on the appliance, he noticed that the woman was very improperly dressed. At about the same time the woman's husband came into the home, made a number of threats, and demanded money. The complainant did not notify the sheriff and he did not wish to prefer any charges but merely to advise the county attorney of what had happened. However, the county attorney advised the sheriff of the complaint and the home was watched.

A few weeks later the county attorney learned from the FBI that an individual had advised the FBI office in a neighboring State that a certain amount of money had been extorted from a friend of his in this county. In this case the victim had assisted a stranded female motorist on the highway by giving her a ride to her home. While in the home, the man suddenly found himself confronted by the woman in a state of improper dress. Just then the woman's husband came in and made many threats and demanded money. The startled man turned over what money he had on his person

and left the home. The complainant was advised that he or his friend should contact the local officials in our locality. The information was forwarded to the county attorney by the FBI so it would be on hand when the complaint was made locally. The complainant never appeared.

Shortly thereafter, an attorney in another city contacted our city police department and inquired about an individual who allegedly had extorted money from his client. Upon referral, he contacted the county attorney and a complaint similar to the one last mentioned above was made. The county attorney sought the cooperation of the client through the attorney so that the matter could be brought into court. Such cooperation, however, was not received.

A few weeks later an individual from another city, accompanied by a private detective, called at the county attorney's office. He complained that he had met a woman in the city of his residence who requested transportation to her home in our locality. He provided the transportation and at the home of the woman he was confronted by the "irate" husband. The husband forced the complainant into a compromising position with the woman and took a picture of them. The picture was developed in the camera in a minute's time and was displayed to the complainant. The husband then demanded money and obtained a check from the complainant for a considerable sum. The victim was informed that he should bring cash in the amount of the check at a certain time in order to redeem the check and to obtain the picture.

When the complainant came to the county attorney's office, the time for payment of the cash had already passed. The county attorney notified the police authorities and the complainant was advised to notify local enforcement officers of any contact by the husband regarding another "pay-off." This he agreed to do. The following day the complainant advised the county attorney concerning the time and place of a new "payoff" meeting which was to take place in a local business concern. Police authorities were immediately notified and they in turn notified the Bureau of Criminal Apprehension and an agent of that Bureau was immediately dispatched to assist on the case. It should be pointed out here that the Bureau of Criminal Apprehension is a State agency which renders invaluable assistance to local enforcement officers in criminal matters.

The complainant, the private detective, the Crime Bureau Agent, local enforcement officers

and the county attorney all met on the morning of the day the payoff was to take place. Local officers had diagramed the business concern. Several officers who were off duty quickly responded to assist in the apprehension. A parole agent and the Crime Bureau Agent, whose identities were unknown to the husband, took up positions in the business concern. Other officers stationed themselves at all exits of the building. When the husband appeared and made contact with the complainant, he was immediately apprehended. The sheriff, in the meantime, apprehended the wife. This cooperative effort in law enforcement resulted in the confession and conviction of the husband and wife extortionists.

While the foregoing may be a routine case to a metropolitan enforcement officer or prosecutor, in the rural area it was a matter of great importance. The headlines of the local paper carried the story and it was the general topic of conversation throughout the community, giving to law enforcement quite a favorable public response.

A case such as this is quite unusual to the rural enforcement officers and county attorney. There are no specialists in extortion or morals cases in the rural area. It was only through the coordinated effort and cooperation of the local police, sheriff, Bureau of Criminal Apprehension, FBI, parole officer, a few citizens and the county attorney that the subjects were successfully apprehended and convicted.

Suggestions

There are probably no specific and special rules to be followed in maintaining good cooperation between enforcement officers and prosecutors, but the following points seem to be very helpful. The prosecutor should, I believe, get to know the enforcement officers as individuals and maintain a genuine interest in their work. He should give freely of his time in assisting officers with problems of a legal nature. It is, of course, the officer's work which primarily builds the prosecutor's case. Assisting the enforcement officers in keeping up to date with changes in the criminal laws will prove fruitful. The problem presented should be discussed with the investigating officer or officers in the cases being prosecuted and the prosecutor should never drop or reduce charges without a thorough discussion with the investigating officer. The officer who has worked hard to gather evidence for the prosecutor, maybe even

risking his life for it, deserves much consideration. He is entitled to know, for example, why a charge is to be dropped or changed.

What can the enforcement officer do to cooperate with the prosecutor? The prosecutor is not a police officer; he does not investigate complaints; and he is entitled to and will usually require an investigation before prosecution is commenced. The police officer should thoroughly investigate complaints and obtain all possible evidence before presenting it to the prosecutor. The officer should continue his investigation and work on the case until the case is determined in court. Obtaining the warrant and apprehending the subject are only phases of a criminal case. In the preparation for trial there are many problems in which the prosecutor needs the assistance of the police officer. Fair treatment of prisoners is essential but remember the public interest also. Common sense is a very valuable commodity both for the police officer and the prosecutor.

It is not the law enforcement officer alone, nor is it the prosecutor alone, who sees that the ends of justice are gained in a criminal matter. Mutual understanding and teamwork among law enforcement units provide the best defense against crime.



Unexpected Aid

The keen observation of a Texas police chief's wife recently furnished valuable assistance in a local case. While riding a bus en route to a nearby town, the wife noticed that another passenger was carrying a large bundle of men's assorted clothing. She also noticed that the clothing was freshly cleaned and pressed and that some of the articles obviously would not fit this man.

When the man alighted from the bus, the chief's wife followed him, noting the direction in which he was traveling. She immediately telephoned her husband, telling him about the suspicious circumstances and giving a complete description of the man.

Within a few minutes, the police chief received another call. The owner of a local cleaning and pressing business reported that his establishment had been burglarized during the night and that a quantity of clothing had been stolen. Thanks to the chief's observant spouse, the thief was apprehended a short time later in a neighboring town and all the stolen clothing was recovered.

National Sheriffs' Association Holds Annual Conference

The 17th Annual Conference of the National Sheriffs' Association was held in Galveston, Tex., on June 10-12, 1957. There were approximately 400 registered at the conference and delegates came from practically all sections of the United States. Host of the conference was Sheriff Paul Hopkins of Galveston County, Galveston, Tex.

Speakers

"Harmonious Relations Between Sheriffs and State Highway Patrols" was the theme of addresses by Sheriff John M. Spottswood, Monroe County, Key West, Fla., president of the Florida Sheriffs' Association, and Superintendent Harold S. Zeis, Indiana State Police, a former sheriff of Allen County, Ind. Sheriff Thomas Kelly of



Retiring President H. P. "Jack" Gleason (right) administers the oath of office to incoming President Dave Starr.

Dade County, Miami, Fla., discussed the role of the sheriff in traffic control and accident prevention. A panel discussion was led by Chief Civil Deputy Frank Trimble of Baton Rouge, La., on the subject "Civil Work of the Sheriff's Office."

Other major topics before the conference in round-table discussions were "Civil Service for Deputy Sheriffs," "One or Two Deputies to Sheriff's Patrol Cars," "County-Owned Automobiles for Sheriffs," and "The Sheriff and the Press." President H. P. "Jack" Gleason, Sheriff of Alameda County, Calif., and Sheriff Spottswood emphasized the necessity for good sound press relations in the operation of sheriffs' departments.

Guest speakers at the conference included George C. Burton, Special Agent in Charge of the Houston Office of the FBI.

Resolutions

Among the resolutions adopted were the following:

1. Requesting the Federal Communications Commission to assign additional radio frequencies for county radio systems.
2. Pledging cooperation of the National Sheriffs' Association with the American Social Hygiene Association.
3. Urging the adoption of uniforms for sheriffs and their deputies.
4. Urging counties to furnish adequate budgets to permit the assignment of two men to patrol cars, particularly those working during the night hours.

New Officers

Sheriff Dave Starr of Orange County, Orlando, Fla., was elected to succeed Sheriff Gleason as president of the association. Other officials now include seven vice presidents: Sheriff Laurence E. Brown, Asheville, N. C.; Sheriff Hugh Anderson, Borger, Tex.; Sheriff William F. Parker, Mt. Holly, N. J.; Sheriff Robert S. Moore, Arkansas City, Ark.; Sheriff Arthur Muisiner, Longport, N. Y.; Sheriff Charles Griffon, Jr., Plaquemine, La.; and Sheriff Arthur Shuman, Springfield, Ohio. Robert E. Moore of Detroit, Mich., was reelected treasurer of the association.

Philadelphia, Pa., was selected as the site of the 1958 convention, the invitation being extended by Sheriff William Lennox of Philadelphia. The convention was concluded by a banquet for the attending law enforcement officers and guests.

POLICE SERVICE IN HAWAII

(Continued from page 6)

close collaboration between the civilian and military police. Outstanding among detachments of the military services engaged in the field of law enforcement is the Hawaiian Armed Services Police. Popularly known as HASP, it is comprised of personnel specially selected from the ranks of the Army, the Navy, the Air Corps and the Marine Corps. They are well trained in all facets of the police profession. The cooperation and teamwork extended to the Honolulu Police Department by HASP are excellent throughout and the community is greatly benefited by the presence of that highly efficient arm of the military.

Civil Defense

The Honolulu Police Department has accelerated its civil defense preparedness program. Extensive training has been instituted, auxiliary police have been recruited and trained, and equipment has been obtained—all for ready service. Today, our two underground police headquarters and facilities are ready for immediate operation.

The larger of the two police installations can accommodate a staff of 100 persons. It is located beneath the city under 100 feet of solid rock. It is equipped with its own air circulation system and diesel-powered generator, and shelters a 250-watt radio broadcast station. Other facilities include kitchen conveniences, shower and toilet facilities, sleeping quarters, arsenal, and a cell block. Private offices for the top command are provided as are an operating area and communications center.

A manual of operational procedure for emergencies has been introduced. Mobile warning systems have been initiated and highway patrol cars equipped with public address systems. Today, the Honolulu Police Department stands ready to cooperate with all units of civil defense and the Armed Forces of the United States of America.

Law enforcement in the Territory has progressed remarkably during the past two decades. Such progress is attributable in a large measure to the cooperation and support received from our community. Every effort is being continued in the direction of even greater efficiency in police service and of upholding the standards of the Department with honor and integrity.

POLICE TRAINING

(Continued from page 9)

developed by members of the academic staff of the academy. A patrolman has been assigned as curator of the Police Museum with a view toward revitalizing museum displays in accordance with modern progressive exhibit techniques. The rejuvenated Police Museum is expected to assume its proper role in stimulating interest in the past, present, and future of the police profession. The Police Library has been restocked to provide ready reference and lending facilities embracing the entire gamut of topics related to police training. In short, every possible device, technique, and facility has been exploited to serve the purposes of the training program.

Throughout the entire program emphasis is placed upon the necessity for continuing training beyond the academy itself. Personnel are indoctrinated in the principles that constant training is a function of supervision, that on-the-job training must be regular and systematic, and that all personnel should be stimulated to improve themselves in every field related to the profession of law enforcement.

Educational opportunities and available scholarships in the law-enforcement field are called to the attention of department personnel by the Police Academy. In addition to this, the present administration has offered to selected and qualified officers the opportunity of being nominated to attend the National Academy of the Federal Bureau of Investigation.

Throughout all phases of its training program the New York City Police Academy has continually emphasized the basic moral, ethical, and spiritual values inherent in the law-enforcement profession. In line with this thinking, the academic staff of the Police Academy includes five chaplains representing the three great faiths. These men of God regularly instruct trainees in the moral principles governing our profession.

New York City may not yet have achieved the ultimate in police training. Under the leadership of Commissioner Stephen P. Kennedy and with the cooperation of the department personnel, however, so much has been accomplished in a short time with limited physical resources that many persons viewing the modest structure that houses the Police Academy call it, "The Miracle on Hubert Street."

WANTED BY THE FBI

WILLIS JOSEPH HAMILTON, with aliases: Joe Brown, Thomas Collins, Jimmie Dale, Willie Foster, William Hamilton, Willie Hamilton, John Tabot, Joe Talbert, John Talbert, Joseph J. White, James Williams, John Williams, Joseph Whyte, Joe Whyth.

Unlawful Flight to Avoid Prosecution (Murder)

On June 25, 1953, Willis Joseph Hamilton allegedly shot and killed one William H. Goolsby in a Cleveland, Ohio, restaurant following an argument over the payment of a check. A complaint was filed before a United States Commissioner at Cleveland on June 29, 1953, charging that Hamilton fled from the State of Ohio to avoid prosecution for the crime of murder.

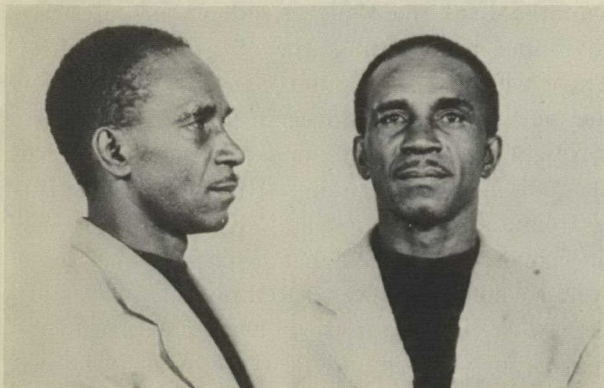
Remarks

This fugitive reportedly drinks to excess and has an ungovernable temper. He is said to be an accomplished trumpet player and reportedly is very fond of gambling. Several of his teeth are gold-capped and he occasionally wears a mustache. His social security number is 263-24-7395.

Hamilton has been convicted for robbery, highway robbery, armed robbery, and breaking and entering to commit a misdemeanor. He has escaped from confinement on numerous occasions.

Caution

Hamilton reportedly is in possession of a .45 caliber automatic which he carries under his left shoulder in a holster. He reportedly practices drawing this automatic from the shoulder holster



Willis Joseph Hamilton.

while pretending to reach for cigarettes which he keeps in an inner pocket of the left side of his jacket. He is alleged also to have in his possession a German automatic. Hamilton should therefore be considered armed and extremely dangerous.

Description

Willis Joseph Hamilton is described as follows:

Age.....	55, born April 16, 1902, St. Augustine, Fla.
Height.....	5 feet, 7 inches.
Weight.....	160 pounds.
Build.....	Medium.
Hair.....	Black, graying, kinky.
Eyes.....	Brown.
Complexion.....	Medium.
Race.....	Negro.
Nationality.....	American.
Occupations.....	Laborer, steel foundry worker, chauffeur.
Scars and marks..	Small cut scar running into and above right eye, small cut scar above left eye, cut scar right edge of nose, 1" scar left side of face near ear, large vaccination scar outside upper left arm, large cut scar on back of right hand near base of index finger.
FBI number.....	78,947.
Fingerprint classification.....	$\frac{O \ 31 \ W \ IOO}{I \ 32 \ W \ MII \ 19}$

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, United States Department of Justice, Washington 25, D. C., or the Special Agent in Charge of the nearest FBI Field Office.



FBI IDENTIFICATION SERVICES

Effective as of July 1, 1957, additional arrest data unsupported by fingerprints in FBI files will not be quoted in identification records. Law enforcement agencies are urged to report additional arrests on "Record of Additional Arrest, Form 1-1," which provides for inclusion of one fingerprint.

Also effective as of July 1, 1957, applicant-type fingerprints will no longer be retained in FBI files, but will be returned to the contributor with results of search.

Case of the Hermit-Fugitive

Many fugitives, when taken into custody, tell of having had few moments of relaxation and very little peace of mind while in a fugitive status. Some have actually expressed relief at being captured, saying that they had been "jumpy," had trusted no one, and had been constantly on the move in an effort to avoid capture. A fugitive who walked into the Provost Marshal's office at a military base in Arizona one morning in September of 1955 and surrendered to authorities had a somewhat different story to tell.

During his 8 months as a fugitive, he had not been plagued by the fear that he would meet on the street, in a restaurant, or elsewhere in his daily activities someone who would recognize him and report his whereabouts to authorities. He had not been faced with the problem of giving a fictitious name and false background data in order to secure employment. He had not lived in constant fear of being fingerprinted for some minor violation and having his fugitive status discovered. In fact, he had suffered none of the worries which plague most fugitives—he simply had left it all behind and had lived the life of a hermit.

His story corroborated much of what FBI Agents had learned in the investigation. The man had deserted from military service in January of 1955, but he had begun laying the groundwork earlier. In late 1954, upon learning of a possible transfer to Laborador, this 44-year-old serviceman started planning to desert. In December 1954, he was transferred from a base in Arizona to Camp Kilmer, N. J., and was given a 30-day furlough en route. He used this furlough to advantage, purchasing about \$500 worth of groceries and supplies and hauling them back into a remote, seemingly inaccessible area in the Gila Mountains near Yuma, where he had done some prospecting in the 1930's. He then proceeded to Camp Kilmer but deserted soon after arriving and returned to Yuma, traveling by bus. In order to make tracing him more difficult, he bought a ticket to El Paso, Tex., and bought a ticket to Yuma in El Paso.

For approximately 100 days he lived at the base camp which he had prepared in advance. After that he ventured out occasionally to a service station on the highway and sometimes walked to a small community about 15 miles away.

When he learned that the FBI had been making inquiries about him, he moved to a camp higher in the mountains. From his new camp, situated at

approximately 2,500 feet, he could observe anyone approaching that part of the mountain range. At his base camp he left the following note dated July 1 which was found by a searching party:

"Hello Desert Bob no longer lives here but expects to be back after rain, water in tank 100 ft last after rain. Visitor might leave note.

"Desert Bob"

Agents next "took to the air," and through the assistance of the United States Air Force made many trips over the area by airplane and by helicopter but were unable to sight the subject.

It was at this point that the deserter terminated the long search by turning himself in to authorities.

Interviewing officers expressed surprise at the fact that this man had fared so well in an area where there was no vegetation or natural water, where the temperature often soared to 116 degrees Fahrenheit, and where many people were known to have died of thirst in frontier days. The subject explained that he had caught rain water in casks which he had placed for that purpose and that summer rains had also filled natural tanks which he had run across in his wandering. He said that he still had water and food to last for 3 or 4 more months. He explained that he had hidden supplies under various rocks and boulders in the mountains in order to continue to survive in case his base camp might be discovered. He estimated that his cost of living averaged about \$1 a day while in hiding. He stated that during the hottest weather he had worn nothing but a pair of shoes. He had passed the time by studying mathematical problems at a table which he had improvised in the shade of a large boulder. When he came down to turn himself in, he brought with him a small zipper bag containing a slide rule, a pair of tennis shoes, and several math books.

When asked why he had turned himself in, he said that he knew the FBI was hot on his trail. He had observed search parties on foot and aircraft circling overhead. He said that he knew it would be only a matter of time before he was discovered, and he did not want his camp disturbed.

Although unusual, this case reflects the reaction of one criminal in flight. Various problems confront police officers in fugitive cases and each case must be handled according to the basic information obtained concerning the fugitive and his habits, as well as the means of investigation available to the searching police officer.

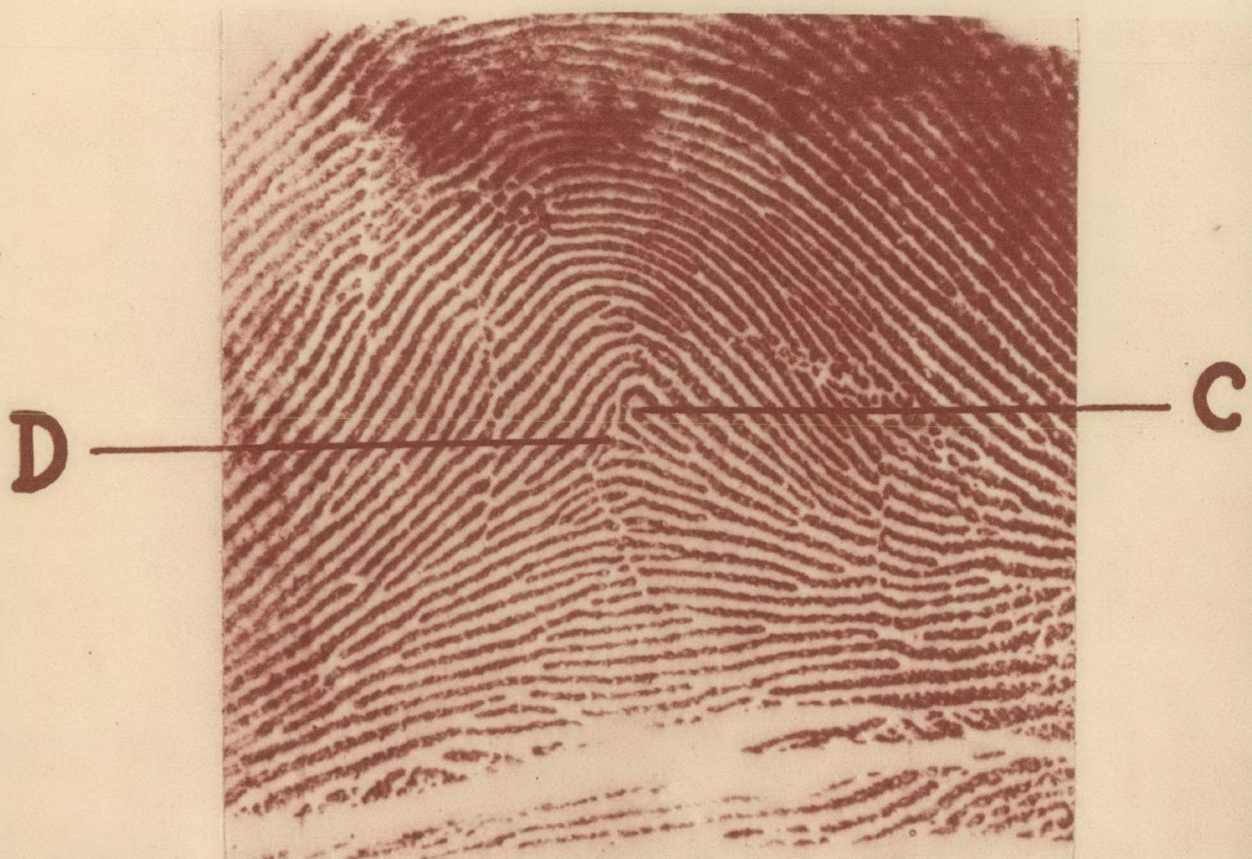
UNITED STATES DEPARTMENT OF JUSTICE
FEDERAL BUREAU OF INVESTIGATION
WASHINGTON 25, D. C.

OFFICIAL BUSINESS

RETURN AFTER 5 DAYS

PENALTY FOR PRIVATE USE TO AVOID
PAYMENT OF POSTAGE, \$300
(GPO)

Questionable Pattern



The above questionable pattern is classified as a loop with one ridge count. The delta is at point D and the core is at point C. The odd formation of the looping ridge in front of the delta makes it necessary to reference the pattern to a tented arch.