

- *Restricted to the Use of Law Enforcement Officials*

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J. Edgar Hoover, Director

FBI Law Enforcement Bulletin

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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 a confidential nature and its circulation should be restricted to law-enforcement officers; therefore, material contained in this Bulletin may not be reprinted without prior authorization by the Federal Bureau of Investigation.





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

April 1, 1956

TO ALL LAW ENFORCEMENT OFFICIALS:

In the annals of American crime, automobile theft must be recorded as one of the most complex, costly, and widespread problems ever to confront law enforcement and the public. Mute evidence to the alarming proportions of this violation is the total of more than one million vehicles, valued at over one billion dollars, stolen during the past five years--an average of approximately two thefts every five minutes. This depredation, one of the largest crimes against property, was responsible for over one half of the value of all stolen property in 1954.

More important than the dollars and cents losses, however, are the additional crime hazards produced by the contingent phases of this problem. Police records clearly reflect how auto thievery serves both as a lure to juvenile delinquency and as the breeding ground of the more dangerous criminal. Of the arrests for auto theft reported in 1954 by 1,389 American cities, 57.6 percent involved juveniles. More than one half of these youngsters were under 16 years of age--not even old enough to obtain a regular driver's permit in most states.

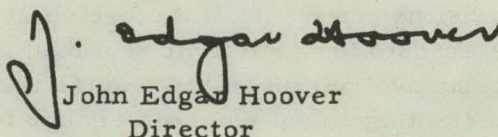
Another serious aspect is the challenge presented by the professional thief and the ring operator. Although attacked and vanquished in many criminal pursuits, organized crime--an infectious blight in our Nation--still maintains a foothold in the "big business" of stealing and reselling automobiles. In one recent car theft ring case, 10 individuals were convicted and more than 160 vehicles were recovered, including 15 in Arabia. At present, more than 100 car ring operations are under investigation by the FBI.

Auto theft, like other crimes is basically a matter of local jurisdiction. When the offender transports the stolen car across state lines, as happens generally with the professional ring and the criminal in flight, a Federal law is violated. In such cases the Interstate Transportation of Stolen Motor Vehicle or Aircraft Statute links the nationwide assistance of the FBI with the local authorities. Enforcement of this statute, which carries a maximum penalty of five years and/or \$5,000 for each violation, has played a vital part in curbing the activities of these criminals. Less than 7 percent of the stolen cars recovered in calendar year 1954 had been taken across state lines.

Primarily, however, there is an urgent need for vigorous and cooperative action by law enforcement and the public at the local community level. Public awareness of the proportions of this crime is of immeasurable value. An unlocked car or a key left in the ignition of an unattended vehicle is an open invitation to theft. The success of the car thief could be reduced considerably if the individual citizen would cease these negligent practices. Alertness to suspicious transactions, followed by prompt reporting to proper authorities, on the part of businessmen dealing in automobiles will be of great benefit. Certainly law enforcement must be prepared to meet this criminal threat with modern techniques of recognizing stolen vehicles, processing recovered cars for evidence, and maintaining adequate records systems to assure positive and satisfactory prosecution of violators.

As a major step in this program, the series of FBI Law Enforcement Conferences scheduled in communities throughout the United States during 1956 spotlights the subject of auto theft. The conferences are planned to bring together--on the local level--city, county, municipal, state and Federal law enforcement authorities, businessmen, and organizations particularly concerned with this crime. The series provides an opportunity for mutual exchange of information and experience by the participants in the interests of increased protection for each community and of a solution to the aggravated auto theft problem.

Very truly yours,


John Edgar Hoover
Director



FEATURE ARTICLE

A County Police Department in a Metropolitan Area

by SUPT. GEORGE J. PANAGOULIS, *Prince Georges
County, Md., Police Department*

Prince Georges County, Md., borders the Nation's Capital. It is a county of 496 square miles with a population of over 300,000. Prior to World War II it was a rural county. The tremendous influx of people into Washington, D. C., to enter Government service during the war years, coupled with the desire of many of these people to reside in a suburban area, caused this county to become one of the fastest growing in the country. In addition to the rapid growth, we have U. S. Highway No. 1 and U. S. Highway No. 301 crossing the county from north to south, bringing thousands of tourists per day into the area.

The problems posed by this population growth and geographical location are many. Although our department has expanded to a great extent in the past several years, our expansion rate has fallen behind that of the county. The present authorized strength of our department totals 117 officers, 14

female station clerks and 43 female school crossing guards.

We are divided into three precincts: Marlboro, Hyattsville, and Seat Pleasant. The three precincts are divided into patrol areas which are covered by cruisers. We have no foot patrol. The civilian clerks are stationed at Marlboro and Hyattsville precincts where they receive and record complaints from citizens and advise the radio dispatcher by direct line for transmission to the proper cruisers.

Our Seat Pleasant station, a new building which was completed in February 1954, is designated as our headquarters. Here are housed the chief of police, the entire detective bureau, one-third of the uniformed personnel, communications and records, and our Identification Bureau. In a building adjacent to the station we have our Radio Maintenance Division. Marlboro precinct and



Prince Georges County, Md., Police Headquarters

Hyattsville precinct are manned by uniformed personnel only.

Our department is organized in four divisions: Uniform Division, Detective Bureau, Radio Maintenance Division and Headquarters Division.

Uniform Division

Our Uniform Division consists of 90 men, 6 civilian clerks and our female crossing guards. It is supervised by a captain who has under his command a lieutenant at each of the three stations. Each lieutenant has 3 sergeants and 3 corporals.

Within the Uniform Division we have two officers who comprise a Traffic Safety Section. These officers are charged with the operation of the school crossing guards and with the training and coordination of all school safety patrols in the county. They attend various civic meetings and school assemblies attempting to make the public safety-conscious. In addition, they must make surveys of all locations in which complaints of traffic hazards have been received. After surveying the situation, the traffic officers make recommendations to the county commissioners for the necessary improvements to lessen the hazards. The traffic patrol cars are painted white to make them

as conspicuous to the public as possible. These cars are equipped with public address systems to attract the attention of motorists and pedestrians violating any of the traffic laws. This particular two-man safety team has been well received by both the public and county officials.

Detective Bureau

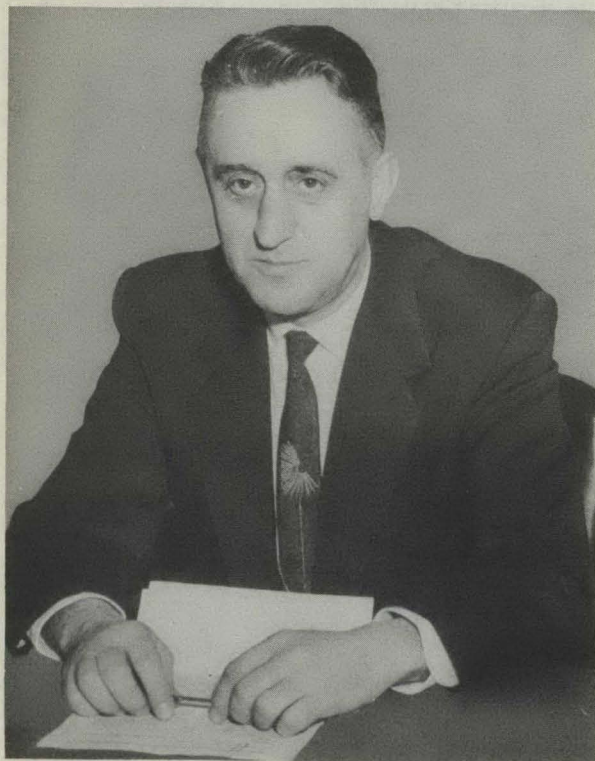
Our Detective Bureau consists of a chief of detectives with the rank of captain, 2 lieutenants, 9 detective sergeants and 3 detectives. In addition, the Detective Bureau has two secretaries who take dictation, type up all reports and file all Detective Bureau records.

The largest division within the Detective Bureau is the General Assignments Squad which investigates all crimes ranging from petty larceny to murder. It is composed of a lieutenant in charge, 7 detective sergeants and 2 detectives, and is operated on a 24-hour-day basis. Each detective is required to submit his initial report within 7 days after receiving an assignment.

Until 3 years ago, the General Assignments Squad investigated forgeries and false pretense cases. However, the tremendous growth in the number of business establishments brought with it a very marked increase in bad check passers. We learned that it was virtually impossible to adequately handle this type of offense in our former set-up. The General Assignments detectives could not devote the time necessary to follow up the reported bad check cases. Many cases were filed and received insufficient attention because of the press of more serious crimes. The obvious solution was to designate some one officer to handle this type of offense and allow him to devote his entire time to it.

After creating this new 1-man squad, we immediately noted an increase in the number of violators arrested. The detective, a lieutenant, has developed a file of known forgers and bad check passers and quite often is able to determine who passed the checks from a description of the passer. No single measure taken by the department has created more good will for the police department among the businessmen of the county than the creation of the check and fraud squad.

The Identification Division is a part of the Detective Bureau and is manned by a detective sergeant and one detective. We have a very modern darkroom with all the necessary facilities for



Supt. George J. Panagoulis.

developing and printing the many pictures taken by our Uniform Division and Ident officers. A complete fingerprint file system is maintained here as well as a "mug" file. We have recently instituted a 5-finger classification system to enable us to identify latent prints more easily. In addition to their regular criminal work, this division must also fingerprint and photograph all county taxicab operators and all employees of establishments dispensing alcoholic beverages.

We have recently instituted a system of taking color photographs of defendants in criminal assault cases, child molestation cases, holdup and robbery cases as well as victims of serious assault cases. It is surprising how much easier identification is established when a victim of a sex deviate,

robber or assailant, is permitted to view color photos of a suspect. Because of its success we plan to enlarge our field in this type of photography.

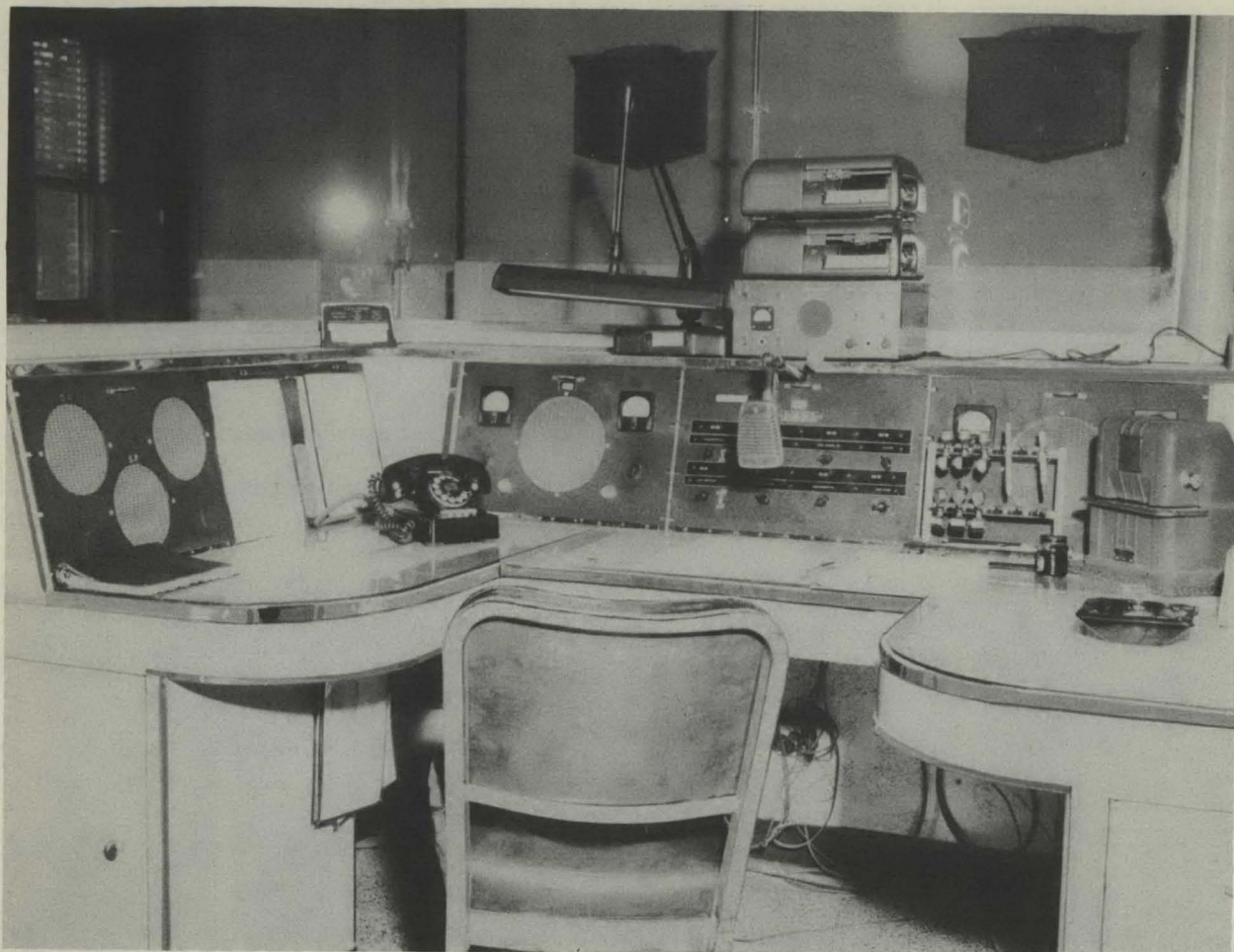
The identification vehicle is of the sedan delivery type. We have as permanent equipment in this vehicle everything which would be necessary to process a crime scene thoroughly. This equipment includes cameras, fingerprint equipment for lifting latent prints and for rolling prints of suspects, plaster of paris, moulage, ladders, rope, and searchlights.

Radio Maintenance Division

Our Radio Maintenance Division is commanded by a captain who has two assistants, a sergeant



School crossing guards.



Dispatcher's office.

and a private. As mentioned previously, the radio maintenance building is adjacent to our headquarters building. This makes it very convenient for the maintenance of the radios in our cars. We have 43 two-way radio-equipped vehicles. However, the maintenance of our own radios is a very small part of this Division's duties. The members of this Division must also install and maintain the 283 units of the county volunteer fire departments, 48 units of the county municipal police and 6 units of the sheriff's office.

Headquarters Division

Our Headquarters Division is composed of 1 lieutenant in command, 7 station clerks, 1 chief record clerk and 4 radio dispatchers. This Division is charged with the dispatching of calls, the recording and filing of all complaints and the maintenance of our Central Records Bureau. In addition, all supplies and equipment are purchased and maintained by this Division.

Cooperation

Prince Georges County has 23 municipalities, each of which has its own police department. Some of the officers of these departments are full-time officers; others are part-time employees. Our county police department does not have control over these agencies; however, we do have concurrent jurisdiction in the towns which they police. Their radios are on the same wavelength as ours and our dispatchers relay all complaints in their towns to them. If the town police are not available, a county police car is sent to take care of the complaint. In serious cases, such as murders or rapes or any other cases where we may be needed, the county police are dispatched to assist the municipalities. We have worked out a system of cooperation with the municipalities which has operated successfully.

Town officers are invited to attend our recruit schools and our in-service schools. Their attendance enables members of the various departments

to become better acquainted personally, allows us to present our problems to them and permits them to apprise us of their difficulties. We also acquaint them with the many services we can give to enable them to serve their citizens better.

Within a matter of minutes we can drive to FBI Headquarters in Washington, D. C., to have evidence analyzed, to receive advice, or to obtain other assistance. Recently we had occasion to investigate a double murder of two teen-age girls. A Federal Bureau of Investigation Laboratory examination of the recovered projectiles and cartridge cases brought out the fact that a .22-caliber Marlin Micro-groove weapon was used. We, of course, picked up all weapons of this type which we were able to locate. As we picked them up, they were taken to the Federal Bureau of Investigation Laboratory for examination. From June 15, 1955, the day of the murders, until August 7, we confiscated 235 weapons. Of these, 58 weapons were found to be of the type used and they were all sent to the Federal Bureau of Investigation Laboratory. In addition to the weapons, 80 pieces of evidence in this case were examined for us by the Federal Bureau of Investigation.

We also have a resident agency of the Federal Bureau of Investigation in our county and a very close relationship exists between the FBI Resident Agents and members of our department. We work together daily on bad check cases, auto thefts and other crimes. This cooperation results in the solution of many crimes which otherwise might remain unsolved.

Police Relations

The officials of our department have always recognized the value of the training received at the Federal Bureau of Investigation National Academy and as a result seven of our men have attended this school. Six of these men are still with the department: Maj. George J. Panagoulis, superintendent; Capt. Vincent S. Free, assistant superintendent; Capt. Charles N. Thomsen, chief of detectives; Capt. Roland B. Sweitzer, commander of the Uniform Division; Lt. Wilson J. Purdy, commander of the Headquarters Division; and Sgt. Roscoe C. Sines, acting lieutenant in command of the Uniform Division, 4 P. M. to 12 midnight shift.

We have maintained close relationships with other nearby police departments, including the

Metropolitan Police in Washington, D. C.; the U. S. Park Police, Washington, D. C.; Maryland State Police; Montgomery County, Md., Police; and the Police Department of Anne Arundel County, Md. We are closely associated with Arlington County Police Department, Fairfax County Police Department and Alexandria Police Department, all in nearby Virginia. This fine spirit of cooperation makes it pleasant for all of us and increases the efficiency of each department.

An outstanding example of this cooperation occurred in connection with the recent double murder mentioned earlier in this article. Chief Robert V. Murray of the Metropolitan Police Department assigned to our department seven of his detectives, who worked with us for a period of more than 6 weeks. In addition, all of the above-mentioned police departments offered their fullest cooperation and worked diligently on the numerous leads which were developed.

We have in our county over 350 alcoholic beverage establishments. Some are "on-sale" establishments, others, "off-sale." Several months ago we began receiving complaints from citizens about the number of juveniles patronizing these establishments. We had attempted to police these places with two men assigned from the Detective Bureau; however, we found that the task was too great for these two men to handle the situation adequately.

We then instituted a system whereby all of the alcoholic beverage establishments were to be policed by the uniformed officers. The officers are held responsible for all establishments in their patrol area. They must check these places nightly and submit a weekly report describing the conditions found at the time of their visit. If any infractions of the law are observed, immediate arrests are made. If, on the other hand, the officers have learned of violations which are not apparent at the time of their checks, detectives are assigned to gather evidence to see if prosecution is warranted.

This system has worked out well. The operators of these establishments have been put on notice that we do not intend to stand for anything other than the operation of a lawful business.

Our plans are to continue to work for a more adequate and more efficient police department so that we may meet the ever-increasing demands of our expanding community and render greater service to the public.

1956 ☆
Conferences
Called for ☆

Coordinated Effort in Auto Theft Problem

Every year since 1952, the FBI, in cooperation with local law enforcement agencies and other concerned individuals and groups, has held a series of nationwide conferences designed to discuss and obtain working solutions to various problems confronting law enforcement. The first conference of this type dealt with the problem of auto theft. This was followed by conferences on theft from interstate shipment, interstate transportation of stolen property, and bank robbery.

The topic chosen for 1956 is again auto theft. During the past several years an automobile has been stolen approximately every 2½ minutes, and over 1½ million car thefts have occurred since the beginning of 1950. Although 1954 witnessed a slight decline in the number of auto thefts, that violation still accounted for 52 percent of the value of all property stolen. This last statistic alone is sufficient reason for a concerted attack on these thieves. Although 94 percent of the stolen cars were recovered, the 12,956 unrecovered represent a loss of \$12 million.

That law enforcement consistently recovers a great percentage of the automobiles stolen is indeed encouraging. Consideration must be given, however, to the fact that making these recoveries consumes much valuable time and manpower. The incidence of car thievery must be reduced to lessen both the property loss to citizens and the manpower drain on law enforcement.

In addition, there are other factors to be considered—the strong possibility that the stolen car will be used in the perpetration of a more serious crime, the possibility that the car thief in his anxiety to make a fast getaway might drive in such a manner as to jeopardize his own life and the lives of other motorists and pedestrians, and, of the utmost importance, the fact that experience has shown that many hardened criminals began their careers by stealing cars.

This problem, of course, is not a new one. True, in the very early years of the automobile age it was not a serious problem, chiefly because the

automobiles were too slow and unpredictable to be attractive to potential thieves who would necessarily have to put considerable distance between themselves and the scene of their crimes. In the early 1900's, automobiles were so rare that to steal one would be to invite detection. By 1919, however, the situation had changed. The number of automobiles on the roads had greatly increased and the cars themselves were speedier and more dependable. Automobile thieves were now stealing cars and transporting them across State lines, beyond the jurisdiction of the officers in whose territory the crime was committed. This posed many problems for law enforcement authorities, with the major ones being locating and extraditing the thieves.

The Statute

As an answer to those problems, Congress passed, on October 29, 1919, the National Motor Vehicle Theft Act. In 1945, this act was amended to include aircraft. Now known as the Interstate Transportation of Stolen Motor Vehicle or Aircraft statute, this legislation, which is sometimes called the Dyer Act, provides a maximum penalty of \$5,000 fine and/or 5-years' imprisonment for persons found guilty of transporting a stolen motor vehicle or aircraft in interstate or foreign commerce with guilty knowledge of its stolen character and also for persons found guilty of receiving, concealing, storing, bartering, selling, or disposing of a stolen motor vehicle or aircraft which has been transported in interstate or foreign commerce with guilty knowledge of its stolen character. From 1919 when this act was passed, until June 30, 1955, there were 207,983 automobiles recovered in interstate car theft cases under the jurisdiction of the FBI, and 85,400 criminals convicted in connection with these thefts. These figures attest to the need for and effectiveness of this act.

Ages of Car Thieves

A study of the Uniform Crime Reports reveals that most car thieves are quite young. In 1954, for example, data submitted to the FBI by law enforcement agencies in 1,389 cities (with populations totaling 38,642,183 in the 1950 census) reflected that persons under 18 years of age were involved in 57.6 percent of the auto theft arrests in those cities. In fact, almost one-half of the youngsters arrested for auto theft had not attained the age of 16, the age which must be reached before a driver's license can be obtained in most States. Only 499 women and girls were arrested for car theft as compared with 19,787 men and boys.

Motives of Thieves

Many of these thieves, especially the younger ones, steal vehicles merely to go for a joyride or to obtain transportation desired at the moment. Many of these automobiles are abandoned once they have served their purpose, usually a short time after the theft. Some of these stolen cars, however, are found seriously damaged.

Another motive for automobile stealing is that of obtaining a getaway car to be used in other crimes, such as kidnaping, armed robbery, bank robbery, and escape from custody. A recent survey of bank robberies, for example, showed that in a great number of the cases stolen cars were used as the getaway vehicles. Most of these were stolen in advance, but some bandits dashed out of the banks they had robbed and then looked frantically for getaway cars. One man admitted running from car to car along the street until he found one with the keys in the ignition.

Another common motive—and possibly the most important—is theft for resale. In this group are found professional car thieves who operate a business, who are equipped to steal in quantity, to rework the cars for resale, and, finally, to resell, either through unsuspecting legitimate channels or through cooperating illegitimate ones.

Auto Theft Rings

It may be well to review here the basic scheme of auto theft rings—the professional car thieves who band together to ply their trade. Most of the larger police departments have special squads to combat automobile thieves. The officers assigned

to such squads are, naturally, familiar with the methods of operation employed by car thieves, especially those who operate car theft rings. All auto theft rings, however, do not confine their activities to these larger communities. Some operate in rural or semirural areas. Even the operators of rings based in metropolitan areas sometimes extend their activities into smaller communities. Wherever there is a potential car purchaser, the professional car thief is ready to unload his stolen property. For this reason, officers in the smaller departments, as well as those in the larger ones, need to be familiar with the basic schemes of auto theft rings.

The members of these rings are “specialists.” They are “specialists” in selecting cars which may be stolen with a minimum of risk. They are “specialists” in stealing these carefully selected cars. In fact, the ring members who do the actual stealing usually carry a collection of “master” keys or other tools with which to start cars. In case the cars are locked, they often carry long, thin pieces of pliable plastic to insert in the crack between the side window and ventilator. A skilled operator can open a locked ventilator window in a matter of seconds or a very

JOYRIDING ON A LARGE SCALE

One summer evening four fishermen observed a large green sedan suddenly careen down the wharf near them and plunge into the water. The alarmed fishermen immediately notified the proper authorities, who took steps to recover the automobile and its occupants. A car was slowly lifted from the river. To the amazement of all, however, it was a coupe and not a sedan. A second car, also a coupe, was pulled out. The fishermen insisted that they had seen a sedan. Finally, a third car was recovered. The fishermen felt sure this was the one they had seen hit the water. Fortunately, it contained no bodies.

Investigation in this case led to the recovery of 10 additional automobiles, some of which had been transported interstate. The three youths involved, aged 18, 19, and 20, stated that they specialized in stealing cars in which careless owners had left keys. One of the group admitted that he, while employed as a parking attendant at a local garage, had a car owner's ignition key duplicated. Later, he and his two accomplices went to the owner's residence, used this key, and drove off with the car. This was one of the automobiles found at the bottom of the river.

Of the 3 subjects, 2 were on parole and 1 was on probation at the time—all for auto theft. They claimed that they had stolen the cars merely for joyride purposes. All three “joyriders” received prison sentences.

few minutes. After opening this window, it is a simple matter to open the door. The "specialist" then starts the car by using his master key or by "jumping" the ignition wires. To do this, he often uses a short piece of wire with a metal clip on each end. He sometimes uses an ordinary paper clip, part of an ordinary metal-type scrubbing pad, a silver quarter inserted in exactly the right place, or any other object that his practicing has proved to be effective.

Up to this point, an amateur possibly could have performed almost as well as the professional, but from this point on, specialization makes the difference. Whereas an amateur would either use the car for a short time and abandon it, wreck it, or sell it to the first available purchaser, the professional's work has just begun.

The stolen car must be made marketable. Mechanical and paper work must be done. For the

CONFIDENCE MAN—CAR THIEF

Cooperative investigation by the FBI, the National Automobile Theft Bureau, and State and local authorities succeeded in exploding the myth of a man who was posing as a successful businessman of the "pillar of the community" variety. To the great surprise of his neighbors and friends, this "businessman" was exposed as a car thief with the reputation of being able to completely demolish and rebuild a car in less than a day. He operated several garages for this purpose.

Utilizing the technique of buying salvaged automobiles in order to obtain their titles, he and the other members of his ring then stole automobiles of the same make and model as these salvaged vehicles. After "working over" the cars, this "respectable businessman" sold them through legitimate channels.

After his arrest, this man boasted that he could enter a locked garage, break into a locked car, and start it—all within a matter of a few minutes. He said he could "jimmy" a window vent without leaving a mark. He also admitted having stolen 2 cars from the same person on at least 3 occasions. His callous, flippant attitude is reflected in an answer he gave to a trusting friend and business associate, an automobile dealer. When informed that an automobile he had bought from the arrested man had been stolen, the dealer called his friend, hoping to be reassured concerning his integrity. The car in question was a comparatively inexpensive model. The confidence man dispelled any doubts concerning his honesty when he replied, "You're lucky I didn't sell you a stolen Cadillac," and hung up.

This car thief received the maximum 5-year sentence on each of 20 counts with the sentences to run concurrently.

mechanical work, garage space, either public or private—preferably private—has already been obtained, and the car is immediately driven there. Often the car is repainted, the seat covers changed, identifying dents removed, accessories added, changed, or removed, and the car minutely searched to be sure that no article is left in the glove compartment or elsewhere which might identify the car with its former owner. Some thieves change the motor and serial numbers by grinding off all or part of the numbers and replacing them with new numbers by the use of dies. Or perhaps the motor numbers from legitimately purchased wrecked cars are removed and welded onto the stolen cars. Many auto theft rings have followed this practice.

Fraudulent papers which appear authentic must be obtained. Titles, bills of sale, and registrations are a few of the documents the "specialist" may be required to produce. Different methods are used. He may print his own; he may hire a printer who is willing to print and remain silent; or he may legitimately purchase junked cars and use the papers which accompanied these cars. In such cases, the junked cars must be purchased first and then the "spotter" who selects the cars to be stolen must choose cars of the same make and model as the salvaged cars purchased. Then the serial numbers of the salvaged cars are placed on the stolen cars, the papers are prepared to match, and the stage is set to sell the stolen car.

The auto theft rings, dealing in quantity, usually dispose of their "merchandise" through automobile auctions or through used-car dealers. The used-car dealer or the manager of the auction may or may not be aware of the fact that the cars are stolen. If he is aware of the fact, then he, too, is guilty of violating the law. The June 1951 Law Enforcement Bulletin carried an article entitled "Is It a Stolen Automobile?" The article points out elements which dealers and other prospective buyers should recognize as being strongly indicative of a stolen car. Reprints of this article may be obtained by writing to the Federal Bureau of Investigation, Washington 25, D. C.

Most of the cars stolen by automobile theft rings are transported interstate. Stolen cars have been recovered in every State of the Union, in Alaska, Canada, Hawaii, Mexico, and Central and South America. One case resulted in the location of 15 stolen automobiles in Kuwait, Arabia, where they had been shipped by an innocent purchaser.

UNUSUAL THEFTS

Many violations of the Federal statute prohibiting the interstate transportation of a stolen motor vehicle fall into a routine pattern, but unusual ones occasionally occur. For example, one man, bent on locating his wife who had left him, "borrowed" an ambulance-hearse to accomplish his mission.

Another young man, impersonating a doctor, stole an ambulance and drove his girl friend on a ride across a State line.

An airplane mechanic stole an airplane—also covered by the statute—and approximately 8 hours later nose-dived into the Gulf of Mexico. Investigation revealed that the mechanic reportedly had told his estranged wife a few hours before the theft that he would commit suicide by diving a plane into this body of water.

The Actual Theft

A car theft may occur at any hour, but the majority occur at night. The cars may be parked at various places, with the street, public parking lots, automobile company parking lots, and the owner's yard leading the list. The majority are obtained by the thief's simply illegally entering a parked car and driving off. If the car is found unlocked with the key in the ignition, the thief's task is made easier. Some thieves, however, use ruses to obtain possession of the automobile. They may fail to return a car which they have legitimately rented or which they have obtained from a dealer for a road test. Some actually make a down payment on an automobile under an assumed name, disappear with the vehicle, and fail to return.

Education of the Public

One of the greatest weapons law enforcement has at its disposal in combating the car-theft problem is the cooperation of the public.

Officers should impress upon every car owner his responsibility to protect his own car—to avoid parking in unlighted areas, to remove the ignition key and to lock the car when leaving. From time to time, various newspapers and other publications throughout the country publish articles relating to the auto-theft problem. In general, the main purpose of these articles is to warn the drivers of the Nation to exercise every possible precaution to prevent their cars from being stolen.

Private citizens, garagemen, car dealers, and salvage men should be urged to check for authenticity of motor numbers and all papers exchanged in a car sale and to report to the local police any suspicious circumstances involving the attempted sale of a car.

Consideration must be given to educating juveniles and their parents as well that auto theft within itself is a serious offense and that, in addition, this crime often leads to more serious ones. For example, many of the fugitives who have made the FBI's "Top Ten" list were arrested for car theft early in their careers.

Police Cooperation

Various police departments have found their own modus operandi files and those of other departments of great value in combating the auto thief—especially those who operate extensively or in gangs. When a thief finds what he considers an effective means of stealing a car, reworking it, and disposing of it, he usually sticks to the same pattern of operation. Even though he may "lie low" for a considerable length of time, when he resumes operation he usually falls back into his own routine. For this reason, police officers investigating his activities may find that their own modus operandi files or those of neighboring departments will point to his identity.

The Federal Bureau of Investigation should be notified immediately when there is evidence that a vehicle has been transported interstate so that its nationwide facilities can be set in motion.

Police officers also find of great value the various means of scientific crime detection at their disposal. The FBI Laboratory, for example, gladly examines handwriting on questioned papers. The National Automobile Altered Numbers File in the FBI Laboratory is also helpful in automobile theft cases. An article on this file appeared in the April 1955 Law Enforcement Bulletin.

The fact that law enforcement officials and others vitally concerned with the problem are interested in cooperative efforts to combat car theft is evidenced by the interest shown in conferences such as those scheduled for 1956. Such meetings allow for a free exchange of ideas and experiences among the conferees, who include, in addition to law enforcement officers, representatives of State motor vehicle bureaus, the National Automobile Theft Bureau, and other concerned organizations.

SHADES OF 1916

The following excerpt from a magazine of the 1916 era indicates that as early as that time automobile theft had become a serious problem:

A summary of the last year's experience with automobile thieves, gives us the following advice culled from various police departments:

Pass laws requiring all dealers in used cars to report daily all cars taken in.

Have the secretary of each State initiate a card-index system for stolen cars reported to him.

Amend the "Horse thief," or other law, making it cover automobiles.

Make it a misdemeanor to buy a car with engine numbers obliterated.

Establish a 500-mile zone of cooperation between police departments.

Let every automobile club work in the closest possible cooperation with police departments.

Have each owner place secret identification marks on his car.

Finally, and above all, develop a new sense of responsibility and caution in every automobile owner.

If some, or all, of these things are not done, we may confidently look for a growth in this sort of lawbreaking which will rival the old days of horse-thievery and cattle-rustling of our Western country.

Previous Articles

Over the years the FBI Law Enforcement Bulletin has published a number of articles dealing specifically with this subject of auto theft. These include, among others, the following:

"Is It a Stolen Automobile?" June 1951.

"Fake Automobile Titles," February 1952.

"Use of Duplicate Registrations in Auto Theft," March 1952.

"Use of Junk Titles for Stolen Automobiles," April 1952.

"Descriptive Automobile Card Index File," by Harry M. Green, Inspector of Detectives, Police Department, Omaha, Nebr., June 1952.

"Tools of Auto Theft Trade," July 1953.

"Law Enforcement's Answer to the Auto Theft Problem," July 1953.

Résumé of National Automobile Theft Bureau Services," by William J. Davis, NATB, Chicago, Ill. (Western Division), December 1953.

"New National Automobile Altered Numbers File," April 1955.

"Organization of a Modern Auto Theft Bureau," by Carl F. Hansson, Chief of Police, and Capt. John Daniel, Auto Theft Bureau, Dallas, Tex., Police Department, November and December 1955.

"The Auto Theft Problem and the State Police," by Frank A. Jessup, Superintendent, Indiana State Police, January 1956.

Police departments throughout the country are exerting great effort to increase success in tracing and locating stolen cars, with the larger departments maintaining special squads for this purpose. Various organizations having a direct interest in the auto theft increase are also working effectively to combat this problem. With the continued cooperation of all, a great percentage of the cars stolen will continue to be recovered and individual and ring operators will continue to be convicted.

The major problem, however, is to reduce the occurrence of auto thievery. To this end, the nationwide 1956 law enforcement conferences are being directed.

These conferences are planned to allow for the optimum in group participation with a minimum amount of time devoted to classroom lectures as such. The major advantage of these open-forum conferences is the opportunity for every individual in attendance to participate actively. Each one can ask questions, introduce new ideas, and discuss successful and unsuccessful techniques of his own experience, as well as those presented by other individuals and groups. Such a free exchange of ideas and suggestions generates interest and will result in an increased understanding of the problem.

In accordance with results of past conferences of this nature, it is anticipated that the discussions of the experiences of conferees will prove to be beneficial to all concerned. The goal of the series of conferences will be to consolidate the efforts of the public, individual police organizations and other interested groups against the now lucrative and frequent crime of auto thievery.

CARTRIDGE CASES

In a recent case, the efforts of a sharpshooting criminal who used a highpowered rifle to disable a pursuing police car eventually "backfired." After the brief gun battle, two cartridge cases were collected as evidence. Later, when a suspect was taken into custody, a highpowered rifle which was found in his possession was sent to the FBI Laboratory, together with the ejected cartridge cases. Laboratory experts identified this weapon as the one from which the cartridges had been shot. The suspect admitted committing the initial crime, plus shooting at the pursuing police car.

TRAFFIC

Virginia State Police Use Seat Belts for Safety

by COL. C. W. WOODSON, JR., *Superintendent,
Virginia State Police*

It is an inescapable natural law that a body in motion must remain in motion in the same straight line in which it was traveling and at the same speed until acted upon by some external force. If nothing else, gravity and friction with the air will finally stop a body in motion. However, in the case of an automobile driver or passenger, the external force is too often impact with the steering wheel, windshield, or rearview mirror in such a violent manner that these unyielding surfaces provide no cushioning for a more gradual diffusion of the energy generated by the moving body.

Another law of nature decrees in an equally inexorable manner that a body forced to move in a curved path—as an automobile with its riders rounding a curve—acts energetically to move away from the center of the path of curvature. It is the same principle as that in the use of the sling-shot. The stone is held by the sling and forced to rotate in a curved path above the user's head, but when one end of the sling is released the stone flies in a straight line away from the center of the curve it was negotiating while imprisoned.

When either law is applied to a moving motor vehicle and its occupants, speed drastically heightens the potential adverse consequences since force of impact varies as the square of the speed. If speed is doubled, impact is increased four times; speed is tripled, impact is nine times as great.

Upon impact with another automobile or a fixed object, the occupants do not stop in their seats but continue forward—at approximately the same speed at which the vehicle was moving—until slammed against some interior portion of the car. Should a vehicle on a curve break the grip of friction between its tires and the road surface, or swerve sharply from its original path, the occupants tend to continue in the original path of the vehicle. Sometimes they fly from the vehicle as the doors burst open and sometimes they suffer hip or spine injuries from the twisting force. A "rollover" crash produces similar hazards with the added danger of an ejected passenger being crushed beneath the automobile.

Long ago, aviation engineers applied the restraining seat belt to act against rapid deceleration. Through many years of plane-crash study, Crash Injury Research of Cornell University Medical School has learned and made public what happens to passengers in crashes and how restraining devices and shock-absorbing surfaces can save lives. In this work the Virginia State Police were privileged to lend their assistance and to be awarded a commendation in 1952 from Crash Injury.

Crash Injury has now turned its attention to automobile injuries, and its research has disclosed the amazing and thought-provoking facts that about 40 percent of all injured drivers are hurt through contact with the steering-wheel assembly, that about 38 percent of all injured front seat passengers (as distinguished from drivers) are injured by the instrument panel and 4 percent more by the rearview mirror, and that chances of es-



Col. C. W. Woodson, Jr.

caping injury double if the victim remains within the protective armor of the automobile.

In general, improvements resulting from Crash Injury's work tend to immobilize occupants so that they might not only take advantage of the car's armor but avoid shattering contact with it.

Cooperating further with Crash Injury, the Virginia State Police in July 1954 began a program of analyzing traffic crashes in selected and varying areas to determine causes of injuries and to provide a basis of study for preventing them. The Virginia Department of Health and various Virginia physicians also cooperated in this project.

However, as early as 1953, State Police personnel who fly the departmental planes had recommended that the seat belt—familiar to and necessary for the flyers—be tested for departmental use in automobiles. Seat belts had already been installed in our armored cars as the drivers of these vehicles are sometimes called upon to sustain the shock of ramming into the side of a building in order to apprehend an armed criminal or maniac resisting arrest from the shelter of the structure.

Initially, three State Police cars were equipped with belts. Experience appeared to justify expanding the usage so 30 additional police cars were so equipped. The users were instructed to give them a fair test and then to comment with absolute candor as to their opinions. Belts issued were of the lap, waist and shoulder type, or combinations of these models.

Types of Belts

Careful analysis of the reports submitted revealed one outstanding thought. It was not felt that the shoulder belt was practical for police work. While opinion varied as to the comfort or discomfort of the harness, comments invariably were that it was too restrictive of movement in cases in which the wearer was called upon frequently to leave and re-enter his vehicle. This type was further considered too binding for reaching various equipment and instruments incidental to the operation of the automobile and dangerous when transporting prisoners. There



A safety belt would have been advantageous for above driver who was ejected and crushed by vehicle. Note negligible damage in area of driver's seat.



Lt. F. A. Bradley, Jr., holds safety belt strap attached to turnbuckle which is anchored to steel plate beneath the floor.

was, however, some feeling that it would be practical for a long, uninterrupted drive.

There was some resistance to the belt on the basis that a driver might be trapped in the vehicle and perhaps burned to death, but this apprehension diminishes in the light of available quick-release buckles. Perhaps the feeling rises from inherent claustrophobia and pyrophobia which are with all of us. There are relatively few cases of victims burning to death, and these victims are usually inextricably trapped otherwise. If the victim can be reached, it is an easy matter for a rescuer to disengage the buckle of the safety belt.

Along the same line, it was brought out that crashes had been witnessed in which a driver would have been killed had he been belted since the driver's seat space was most affected by the impact. This is not too strong an argument against the safety belt inasmuch as under these circumstances the driver would be struck in any case as he is confined to a relatively small area and has no chance of leaving it the instant before impact.

In summarizing, the overwhelming consensus was that the lap belt is not unduly uncomfortable, that it gives a sense of security, that it keeps the driver firm in his seat during a high-speed chase and on curves, that it will hold him in the car in the event of a collision and that it does much to

counteract the forward surge of inertia although the peril of the upper part of the body snapping forward is not eliminated unless the disfavored shoulder harness is worn.

Thus the lap-type belt, anchored to the frame of the vehicle and not the seat which will tear loose under impact, has been chosen for this department. This type of belt has the added factor for good in that it rests upon the pelvic and hip bones to prevent undue pressure on the ventral organs.

There was an additional minor complaint, peculiar to police work, that the safety belts chafed the leather of belts and holsters but it is felt this can easily be overcome. A practical recommendation was the suggestion to affix clips to the sides of the seat to hold the belt in place when not worn and thus eliminate the necessity of fumbling for the ends on the floor or seat cushion.

Should the shoulder harness be further considered, there is available a type anchored by means of a reel which locks under impact or sudden and heavy stress but which unwinds under gentle pressure to allow freedom of the upper body.

At present, all Virginia State Police patrol cars are being equipped with the lap-type, chassis-anchored belt as they are purchased, although the wearing of them is left to the option of the individual. The Governor's Highway Safety Committee of Virginia is supporting a seat-belt law which will give the Superintendent of State Police the power to pass on all seat belts used in Virginia just as he is empowered to pass on the effectiveness of other automotive safety equipment.

Let there be no misunderstanding regarding the use of safety belts. Everyone should realize that the seat belt, as effective as it may be, is no panacea or magic elixir to remedy the traffic and accident situation. There can doubtless be types of crashes in which a belt might be undesirable and those in which a seat belt cannot prevent injury. In safety, however, one must play the percentages. The results of testing and investigation show that the seat belt should be given serious consideration. The next step is to mold public opinion into acceptance and use of the equipment.

We believe firmly that the best restraining device to prevent injury and death in traffic is self-restraint exercised by the driver during operation of a vehicle in order to avoid an impact rather than a physical restraint working to minimize injury after an impact.

Portable Kit Helps Traffic Investigator

by CHIEF RALPH E. PARKER, *Pomona, Calif., Police Department*

The contents of the glove compartment of a police patrol car usually comprise a conglomeration of vehicle code books, citation books, scratch pads, chalk, steel tape, ammunition, flashlights, flares, gloves, and many other sundry items. This compartment is usually the "desk drawer" of the patrol car. Its contents are of vital importance to proper and efficient service by the officer.

When officers in a radio car arrive at the scene of an accident, they should be able to begin the investigation promptly in an efficient manner. An officer frantically searching for equipment which is needed for the investigation does not present a favorable impression to the public. If he is a one-man patrol, he faces a minor crisis as all eyes are turned upon him to take positive and immediate action.

To avoid this situation, Sgt. Ronald R. Root, a traffic investigator in our department, after work-

ing six consecutive accidents in 1954, decided to systematize and package all the "tools" needed for traffic investigation in a convenient and portable kit. The "search and hope to find" system of rummaging through the glove compartment had his nerves frayed to the limit.

With considerable planning, and the help of a carpenter, the enterprising patrolman had the first kit assembled of plywood with adjustable compartments. After a few minor changes and additions, the practicability of the kit was quickly recognized, and authorization was given by the department to construct and put into use sufficient kits for the entire patrol fleet. This move was particularly appropriate at the time as the patrol system had just recently been modified to include the use of the one-man patrol car.

In conjunction with the use of the kits, a training bulletin was issued to each officer detailing the proper usage of the kit and emphasizing the importance of continued maintenance of the box. A policy was adopted which requires each officer reporting for duty to inspect his assigned kit and report any shortage or lack of equipment. Thus, the responsibility of proper maintenance of the kit falls upon the individual officer and the kit inspection becomes a part of the normal routine of checking and inspecting cars and equipment.

Contents

The outside dimensions of the box are 17 inches in length, 14 $\frac{3}{4}$ inches in width and 4 $\frac{3}{4}$ inches in depth. The interior has one vertical partition running longitudinally 41 $\frac{1}{2}$ inches in width measured from the rear. This space at the back of the kit is divided into three equal compartments for storing the standard equipment such as: a 50-foot steel tape, extra flashlight bulbs and batteries, yellow marking crayon, scotch tape, cellophane evidence envelopes and gummed labels. The forward part of the box, as shown in the illustration, is arranged in three graduated tiers and partitioned to accommodate the different-sized books and forms which are carried. These include such items as: vehicle code book, a manual for the identification of out-of-state license plates, an up-to-date map of the city, scratch pads, short-form accident reports, and mimeographed 8 $\frac{1}{2}$ - by 11-inch field report forms to use at the scene of a nonaccident investigation.

Also carried in the kit is a packet of envelopes containing vehicle accident report forms, financial



Chief Ralph E. Parker.

responsibility report forms, and instruction sheets addressed to drivers involved in traffic accidents. As is often the case at an accident, the drivers become nervous and distraught and fail to remember oral instructions given at the scene. The envelopes are handed to each driver, thus eliminating the necessity of the officer explaining the procedure to be followed in filing various accident and financial responsibility report forms. This procedure proved to be a timesaver for both the Record Division personnel and the desk officers as the parties involved in accidents handle their reports through the mail instead of coming to the station requesting forms and instructions in filling them out. More important, it has been an excellent medium of good public relations for the department.

An added feature of the kit which has brought favorable comment from the officers, particularly those in 1-man units, is the clipboard holder on top of the lid. There are channeled brackets on the lid into which a legal-sized clipboard can be inserted. A shaded light, powered with flashlight batteries, is attached to the top of the clipboard.



Portable traffic kit.



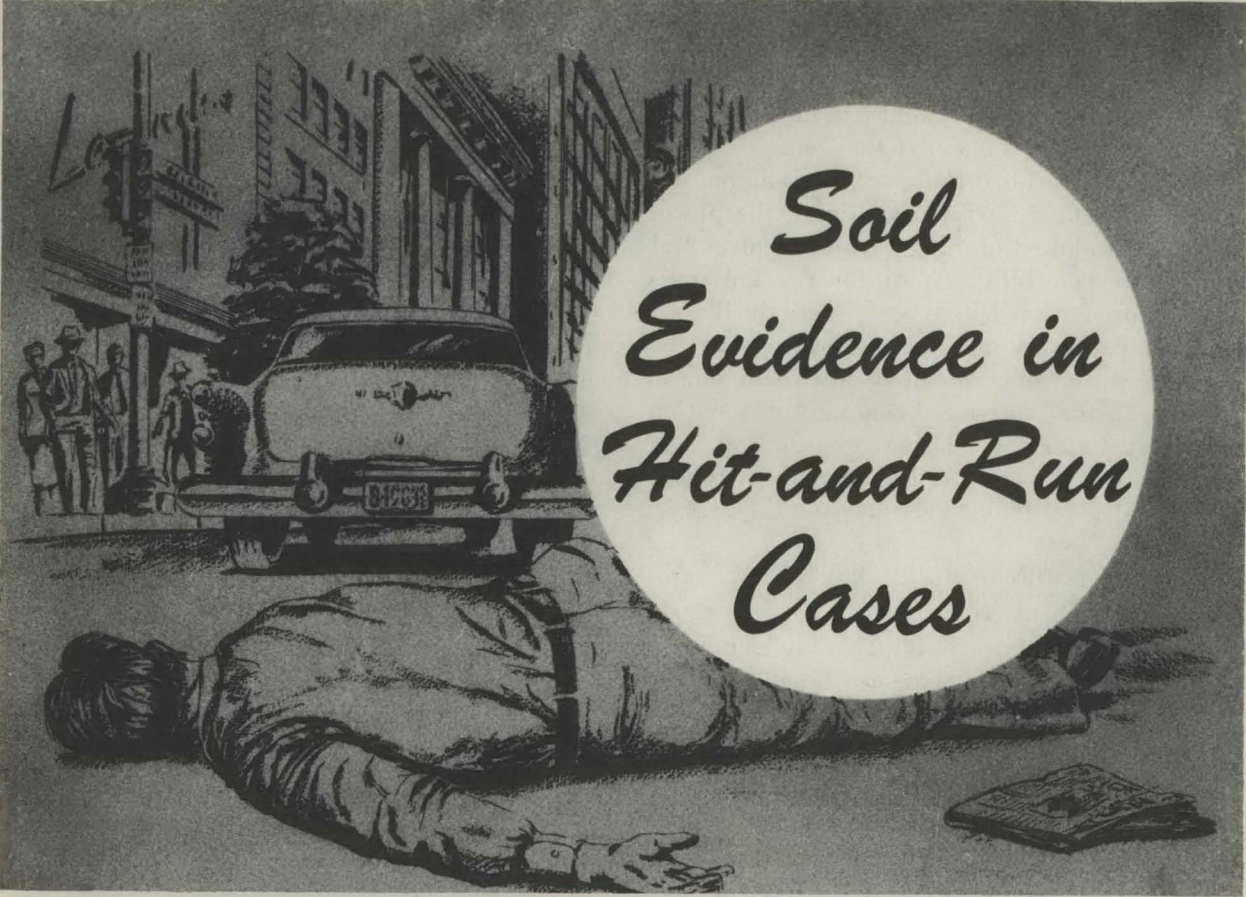
Sgt. Ronald R. Root with the traffic kit.

An officer operating as a 1-man unit can use the traffic kit beside him in the front seat as a desk. The officer can also remove the clipboard and use it independently from the kit.

So, today, in vehicles in the Pomona Police Department the "traffic investigator's kit"—fully equipped—has replaced the cluttered glove compartment for greater efficiency.

JOHNNY OR JIMMY?

Thanks to the public service rendered by their local police department and by the FBI, a Wisconsin couple may be sure that the son they call Johnny is the boy upon whom that name was originally bestowed and not his twin brother, Jimmy—or vice versa. The problem of identity arose when the two infants both kicked off their identifying bracelets. The local police department sent to the FBI inked footprints of the two babies, together with their birth certificates bearing footprints of the infants taken at birth. The inked print which was designated as belonging to Baby No. 2 was found to be identical with the print found on Johnny's birth certificate. Although the print on Jimmy's birth certificate lacked sufficiently clear ridge detail for identification, there is no doubt as to his identity—if Johnny is Johnny, then Jimmy must be Jimmy!

A black and white illustration of a crime scene. A vintage car is parked on a city street. A person lies face down on the pavement in front of the car. A newspaper lies on the ground to the right. In the background, there are city buildings and a few pedestrians.

Soil Evidence in Hit-and-Run Cases

Crime Scene



Suspect Car



Laboratory Examinations



Prosecution



A lump of dried mud may be a deciding factor in bringing a hit-and-run driver to justice. Numerous specimens of soils and minerals examined in the FBI Laboratory have played a major part in circumstantially placing a hit-and-run car at the crime scene, and later testimony by a Laboratory Special Agent has helped to convict the hit-and-run driver. Likewise, Laboratory examinations of the soils from cars of suspects have proved valuable in establishing the innocence of hit-and-run suspects.

Basis of Examination

When an automobile collides with an object, a quantity of the dried mud under the fenders often falls to the street (see fig. 1). This mud, which was accumulated during the car's travels over various roads, contains soils and debris from many sources. For two cars to have the same accumulation of similar soils and debris, it would be necessary for both to travel over the same streets and roads, strike the same mud puddles and pick up the same dust at about the same time. The chances for such coincidence are not great. Thus a car tends to accumulate deposits of soil and debris which are more or less characteristic of that particular vehicle. The differences found in the soils on cars, and the similarities of the soil lumps in the vicinity of an accident to the soil from a

particular car fender, form the basis of the Laboratory's soil examinations in hit-and-run cases.

When an automobile passes over a victim, quantities of black dirty grease and oil are often transferred to the victim's clothing (see fig. 1). Over a period of time, an automobile acquires debris in the exposed grease and oil underneath and this debris is usually different from that on other automobiles. This type of evidence is treated in the Laboratory in much the same manner as soil specimens.

Accident Scene

The officer arriving at the hit-and-run accident scene faces an immense task. He must render first aid if necessary, protect the crime scene from curiosity seekers, locate witnesses to the accident, take photographs, make measurements, and collect evidence which will help in the solution of the crime.

In one case which came to the attention of the Laboratory, an officer stood in the street and directed traffic around the lumps of soil at the accident scene so that these pieces of evidence could be collected before being crushed and scattered by passing cars. Such forethought paid dividends at a subsequent trial when the Laboratory testimony concerning the soil was largely instrumental in obtaining the conviction of a suspect.



Figure 1.



Figure 2.

The loose soil at an accident scene should be placed in a container such as a round, waxed, half-pint ice cream carton (see fig. 2). Care should be taken to avoid breaking the lumps as these may show a layer structure which would aid in the examination. The container should be sealed to prevent dust from leaking out. Identifying information should be placed on the carton. Do not sweep the street to obtain the loose soil as this may mix original street dirt with the soil dropped by the hit-and-run car. Pick up the soil with the fingers, a spoon, knife blade, or the like.

In cases involving dirty grease and oil on the victim's clothes, it is necessary to obtain the articles of clothing, identify each one, and wrap each piece separately before sending the evidence to the Laboratory.

Suspect Cars

With the location of a suspect automobile, soil specimens should be immediately obtained from under each fender and from one or two places on the axle and frame. The soil should be obtained by jabbing at the metal with a sharp-edged tool and collecting the falling soil lumps on an out-



Figure 3.

stretched paper (see fig. 3). The soil then can easily be transferred to a container. If layers are noted in the soil lumps, they should be protected from breakage with cotton or paper. Each specimen should be in a separate container, appropriately identified and labeled, and sealed with adhesive or cellulose tape.

The need for separate containers is explained by the fact that the dried mud under the fenders on the right side of an automobile is almost always different from the dried mud under the left side. Many cases show each of the four fenders to have separate and different collections of soils.

Where dirty grease marks are noted on a victim's clothing, specimens of dirty grease and oil should be obtained from under a suspect car from pertinent areas. Again, these specimens should be kept separate from each other. Grease may be placed in metal salve boxes or wrapped in waxed paper and placed in a tight container to prevent leakage. Identification information should be placed on the outside of the sealed containers holding the specimens.

In order to strengthen the circumstantial aspects of hit-and-run soil examinations, additional speci-

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POLICE TRAINING

Preparation and Use of the Police Manual

Today's law enforcement agency, whether it is the police department of a large city or the sheriff's office of a typical American county, is a far cry from the police agency of a century ago. As our society has grown in activity and complexity, so have the duties and responsibilities of police organizations and their personnel. With this growth, it has become obvious that the individual officer can no longer possibly remember the myriad rules, regulations, and procedures he needs to know in order to function effectively.

To meet this problem, the police manual has become an important part of modern law enforcement. It has grown from the generally slim, sketchy pamphlet of bygone years to the comprehensive, compact handbook found in most progressive agencies at the present time. It is true, of course, that some of the earlier manuals compare favorably with those in use today.

A good representative manual at the turn of the century, for example, was usually a booklet of about fifty pages, permanently bound in cloth or leather. It usually included general rules of conduct, penalties for violations of discipline, information on uniforms, a brief paragraph on the legal powers of the patrolman, instructions on the fire alarm telegraph and the care of horses, and possibly a street directory. Often it included an index in some detail at the end. Seldom was there a preface or table of contents and, more likely than not, it usually opened abruptly with excerpts from the city charter authorizing the force.

While great strides have been made in the improvement of the police manual over the years, there are still many agencies which experience a real need for this up-to-date adjunct of efficient law enforcement.

Advantages

A police manual is a valuable asset to the proper functioning of a force of any size at all. Its

primary purpose is to provide in permanent, readily accessible form the information the officer must have to discharge his responsibilities. By definition, a manual is a book which may be carried in the hand—a handbook. Among its many advantages are these:

1. It is a reference book for every officer, whether recruit or veteran, where he can find in clear-cut language how to handle the situations and problems which experience has shown may confront him in his day-to-day work; where he can obtain information on the operations of the entire agency of which he is a part.
2. It brings about needed uniformity of procedure and activity.
3. It enables officers of all ranks to know exactly what their duties are, thus making it possible to fix responsibility squarely and unquestionably.
4. It implements the enforcement of discipline and encourages morale. Conduct unbecoming an officer is so clearly defined that personnel can have no question as to the justice or type of disciplinary action taken when the need arises. An erring member of the force cannot claim ignorance of the regulation he violates, since it is concisely set forth and can be cited exactly.
5. It is good business practice and makes for efficiency. Few successful business organizations of any real size lack a source book for executives, credit managers, or salesmen, setting out the various policies of the company. Salesmen, for example, are not often required to know the price of every company product, but they are expected to know where to find the information when it is needed.
6. It enables the department to learn from past mistakes. By studying all phases of a mishandled situation, giving sober reflection and analysis to it, the proper manner of handling similar situations arising in the future can be crystallized into a recommended method of procedure.
7. It produces a systematic record throughout the years.

Difficulties

These advantages, of course, are attended by some obstacles which come with any worthwhile endeavor. There is the necessary expense involved in the original preparation of the manual and its periodical revisions. Experienced and skilled personnel must give their time to the

task. The expense of printing and publication must also be considered. A cheaply made manual will not stand even the ordinary handling and wear which must be expected.

Another difficulty is the fact that rules, regulations and procedures of the department are subject to change at intervals, and any handbook which is not periodically revised will soon become dated. Changes in administration likewise may often necessitate revision.

Undoubtedly, in connection with the use of a manual one thing to be overcome is the tendency of some men to rely wholly upon printed rules and regulations to the complete exclusion of good judgment. Modern law enforcement, obviously, requires the exercising of considerable common sense by the individual officer on any number of occasions, and it is utterly beyond the realm of feasibility to design a handbook covering all situations. Proper indoctrination of personnel as to the true nature of the manual as a series of guideposts is the only solution to this problem.

If you were to take a trip across the country and examine the manuals of the various law enforcement agencies, you would find many types. While some agencies have one manual designed to cover all phases of their work, others have any number of handbooks devoted to individual or related subjects. You would find manuals of rules and regulations, procedure, instructions, or manuals covering combinations of these topics. Training, inspectors', clerical and stenographers' manuals would also be evident. Some manuals are intended to be carried on the person or in the glove compartment of a patrol car. Others are so large that they are obviously intended only for office use. Some are permanently bound in rich leather cases, while others are in loose-leaf binders. Still others are pamphlets or even mimeographed sheets of paper fastened together with staples. The needs of the agency and the funds and equipment available play a large part in determining what form the manual will take.

Preparatory Steps

There are certain definite steps to be taken by any organization in preparing or revising a police manual. A decision must be made as to what type of manual is desired and what it should contain. This will depend entirely upon the individual

problems of the agency, such as territory, size, climate, personnel, and other items.

These primary decisions will largely determine the form and physical size the manual will take. It should be borne in mind that manuals small enough to be carried on the person or in the patrol car are readily accessible. Detailed instructions governing an emergency situation are of little help to the officer if they are back in the precinct house in a book too awkward to carry.

Selection of suitable typography is an important phase of the planning. Type should be small enough to help keep the handbook's size to a reasonable minimum, yet it must not be too small to read. Paper thin enough to reduce the bulk of the book but strong enough to withstand handling is a necessity.

The language used in drafting the book should be clear, concise, and plain. A police manual is not the place to demonstrate a flair for literary genius. Topics which have been selected for inclusion should be arranged in logical order. For example, "First Aid Treatment" should not be the opening chapter, followed by "Organization of the Department." Good preliminary planning will result in an attractive, well-organized manual. The finished product will be far more functional and easier to use than the hodgepodge which lack of planning would produce.

Contents

Information and subjects which may be included in the police manual include the following:

1. A preface by the Chief of Police, Commissioner or other official briefly setting out the purpose of the manual and the need for the professional approach in police work. It should be made clear that rules and regulations are not intended to cover every conceivable situation that may arise in the discharge of duty and that something must necessarily be left to the intelligence and good judgment of the individual officer. Also, a statement should be included that the rules and regulations within will be the guide of the department despite anything in general or special orders previously issued to the contrary. The right to amend and revoke anything in the manual should be reserved.
2. A good table of contents. This is a "must."
3. A diagram showing the chain of command and the organization of the department into its various divisions. This gives the reader a compact, overall view of the whole organization at a glance.
4. Brief summary of legal and statutory basis for the department drawn from State statutes, city or county charter or municipal ordinances.
5. Authority of the police officer fixed by laws of the particular jurisdiction and a general statement as to

the principal duties of the police—for example, the preservation of the public peace.

6. Oath of Office or Policeman's Code.

7. Brief thumbnail sketches on organization and administration of the department from the chief down, including the responsibilities and duties of the chief, other officers, and important civilian employees. These should be set out under proper subheadings.

8. The various bureaus of the department, such as Detective, Traffic, Homicide, Auto, and the major responsibilities of each.

9. General Rules and Regulations concerning:

(a) Personal conduct, obedience and discipline—both on and off duty.

(b) Working hours, compensation, promotions, honors, seniority, pensions, and related matters.

(c) Sickness, absences, injuries, vacations.

(d) Gifts, political activity, outside employment, and similar topics.

(e) Charges and trials involving police officers.

(f) Courtesies and salutes.

(g) Uniforms, equipment, and property.

10. Excerpts from laws of State and municipal ordinances frequently violated, classification of criminal offenses.

11. Principal Federal criminal law violations.

12. Arrest and other legal powers of policemen.

13. Handling of prisoners, civil rights.

14. Collection, identification, and preservation of evidence. The principal rules of evidence; for example, dying declarations.

15. Communications and correspondence.

16. Report writing; information as to forms frequently used, such as daily reports and accident reports.

17. Training program of the department.

18. Testifying in court.

19. Firearms.

20. Use of police batons.

21. Importance of fingerprints.

22. Special procedures—

(a) Homicides

(b) Crowds, mobs, riots

(c) Dead human bodies

(d) Missing persons

(e) Lost children

(f) Strikes

(g) Explosives

(h) Fires

(i) Courts and bail bonds

(j) Handling money and property

(k) Insane persons

(l) Others

23. Map of city and street and hotel directories.

24. Points of interest in town for visitors and directions for getting there.

25. First aid.

26. Index—this should be very complete and prepared with consideration given to alternate words denoting the same subject, so that only slight knowledge of the subject matter on which information is desired will enable the officer to locate his topic.

In selecting the form the manual is to take, it should be observed that use of the loose-leaf type

of book rather than a permanently bound type has a distinct advantage when the problem of revision arises. Since rules, regulations, and procedures change occasionally and require appropriate changes in the manual, this advantage is obvious. The loose-leaf format lends itself well to revision on a continuing basis, with obsolete material being removed readily and current pages being substituted.

Procedures

Since a manual will usually contain confidential data, its distribution must be closely regulated. A good method of achieving this control is that of assigning a serial number to each handbook. It can then be officially charged to the officer as unexpendable property. The manual should contain a statement as to its confidential nature. In addition, it should have a statement on the front page to the effect that it is the property of the agency, that it is charged to the employee and he is responsible for it, and that upon separation from the service he will be required to return it. The original manual, as well as any subsequent revisions, should be dated.

In preparing revisions, it is advantageous to have a committee to consider all changes, deletions, or additions to the manual, thus insuring proper study of all regulations and preventing promulgation of arbitrary or improper rules and procedures.

It is well to have one man in the department assigned specifically to supervise the manual. Preferably, he should be assigned to the department's training division or, if the agency is a small one, he should be an officer who works directly under the chief. He should make sure that anything inserted in the manual is cleared through him, so that he will always be thoroughly familiar with its contents. He will also have the duty of editing any changes being made in the manual to insure that nothing is included which might conflict with material already contained or with existing directives of the department. The manual supervisor's duties should also include the following:

1. Reviewing the language to keep it plain, clear and concise.

2. Maintaining a master manual which will be the final arbiter of questions.

(Continued on page 27)

OTHER TOPICS

Merit Promotion System for Morale and Efficiency

by PAUL R. MARTZ, *Chief of the Minnesota Highway Patrol*

The Minnesota Highway Patrol has found that an efficient and impartial merit promotion system produces department efficiency and permits the selection of those best suited for positions in leadership and responsibility. Another important feature of the system is its value as a definite morale booster.

Personnel wholeheartedly support a merit promotion system which is based entirely on the individual's ability to prove in spirited competition that he is the one best suited for promotion.

We found this to be true recently when our organization had occasion to promote 15 of our men to supervisory positions. As a result of legislation passed in 1955, the total strength of our highway patrol was increased to 255 uniformed personnel. This created additional supervisory positions,

calling for the promotion of 10 sergeants, 4 captains, and 1 major.

All patrol personnel with three or more years of patrol experience were eligible to make application and take the examination for any of the existing vacancies. As a result, we received 98 patrol applications for the position of sergeant, 70 for captain and 36 for major.

The examination itself was given under the direction of the Personnel Director of the Highway Department and consisted of four phases with a percentage of the total score allotted to each phase as follows:

	Percent
1. Written test—150 questions.....	20
2. Oral Interview Board.....	30
3. Promotional rating.....	30
4. Education, experience and seniority.....	20

Written Test

The written test, a counterbalance for the education, experience and seniority portion, was prepared and conducted by the Minnesota Civil Service Department. It consisted of 150 multiple-choice questions based upon general knowledge of patrol policies and procedures, law enforcement, first aid and supervisory techniques. Candidates for sergeant answered 90 questions, those for captain answered 120 and those for major answered all 150 questions.

Oral Interview

The oral interview portion acted as a counterbalance for the promotional rating. The interview board was composed of three prominent persons entirely disassociated from the highway patrol. One was from the State judiciary, one from private industry and one was the head of an outside police agency. These members evaluated and scored each candidate on appearance, knowledge of work, personality and ability to express himself.



Chief Paul R. Martz.

The members of the board had not previously met each other, were from different professional fields, and received only limited descriptions of the duties and responsibilities involved in the three levels of supervision for which the examinations were conducted. Nevertheless, the three members' independent ratings of the candidates were almost identical and their merged ratings correlated very well with the promotional ratings given the candidates by the supervisory personnel.

Promotional Rating

The promotional rating was accomplished by the highway patrol supervisors in rating all applicants for promotion on qualities of leadership, initiative, tact, knowledge, integrity, dependability, cooperation, attitude and interest in the work. This phase of our examination was considered carefully because in previous examinations, even though our supervisors made every effort to evaluate each applicant fairly and impartially, there were always a few unsuccessful applicants who felt that favoritism and personalities entered into the final selection. Endeavoring to eliminate criticism, we conducted this phase of the rating in the following manner:

1. All supervisors, the chief, assistant chief, majors, captains and sergeants—18 in all—sat on the rating board when considering applicants for promotion to sergeant.

2. A supervisor could not sit on a rating board considering a position for which he was eligible. Therefore, the sergeants did not participate when rating captain applicants and sergeants and captains did not participate when the board considered applicants for major.

3. Before actual rating for sergeant began, the names of all 98 applicants, with their ages and years of service, were listed in large print on the board, and several hours were used in discussing the leadership qualities of each applicant. This included a report from the applicant's immediate sergeant and supervisor.

4. Then, by majority vote, the total list was divided into a top group and bottom group of 49 names each. The top group was then divided again in the same manner, resulting in a top list of twenty-some names. Ballots were then distributed and each supervisor listed, from the twenty-some names, his choice of the first 10 men. Ballots were then collected and tabulated with the



Patrolmen taking written examination.

No. 1 man on each ballot receiving 10 points, the No. 2 man 9 points and so on, with the tenth man on each ballot receiving one point. The applicant receiving the greatest number of votes was then placed No. 1 on the promotional rating list, the applicant receiving the second highest number of votes was placed second, and so on.

In tabulating the total point values, it was discovered that several candidates were grouped with scores very close to each other, followed by a considerable gap in total scores, followed by another group with closely related scores. The first group was placed on the final list in order of their standings, and the rest of the names were then returned to the board and balloted on again in the same manner until all 98 applicants were rated. The same process was then repeated in rating the applicants for captain and major.

We found the chief advantages of this method of rating to be the elimination of any possibility of personality differences or individual prejudices which might otherwise unconsciously influence a rater's opinion. However, each supervisor's opinion of an applicant was a factor in the placing of every individual. The final result did not reflect the thinking of any one individual but represented the composite thinking of our supervisory force.

At the outset of this program, some of our supervisors were skeptical as to the success of this method of rating, but all were in agreement as to its successful operation after it had once been tried.

The fourth phase of the examination was the education, training and seniority portion which counted for 20 percent of the applicant's total score. Numerical values were awarded for completion of each year of high school and higher level education as well as for each year of experi-

ence at the patrol officer, sergeant and captain levels. Higher levels of experience were given greater numerical values. Thus the lack of additional education beyond high school could be compensated for by additional years of service. Seniority values were scaled down to give the edge to candidates with the most seniority if two or more candidates received equal scores on the total of the other parts of the examination.

Up to this point, each phase of the examination was conducted independently of each other phase. The written test answer sheets, identified by number only, were kept in the civil service department. The oral interview and promotional rating scores were then certified, sealed and delivered to the personnel director who then correlated the scores with the percentages allowable for each phase and certified the final list as to eligibility for promotion.

Each applicant was then informed by the personnel director as to the rating received on each portion of the examination, his total score and his rank on the eligibility list. Because of the small number of supervisory positions available and the large number of well-qualified applicants taking and successfully completing the examination, only a small percentage of those successful applicants could be promoted.

The Minnesota Highway Patrol's merit promotion examination system was the result of a considerable amount of work and cooperation on the part of a number of people, including officials of our State such as the Governor, the commissioner of highways, the director of highway safety and the personnel director. The successful results achieved by this merit promotion system have substantiated its value and the time and effort it entailed.



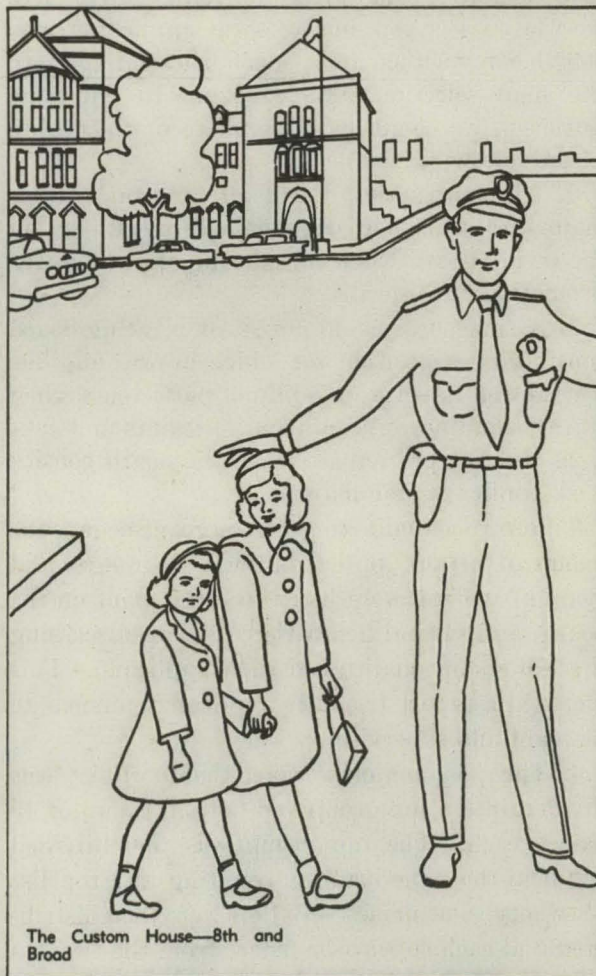
Interesting Visual Aid

Sheriff Tom Y. Cartwright of Davidson County, Tenn., in connection with a juvenile safety program, has distributed a safety coloring book to children between the ages of 6 and 10 in his county. In addition to pictures showing children in various situations where caution must be observed, the booklet contains a list of general safety rules and a list of specific rules for bicycle riders. Photographs of the sheriff, a patrol car, and the sheriff's

patrol are also shown, with the picture of the patrol bearing the caption—"Know your friends."

Sheriff Cartwright, feeling that the youngsters will derive more benefit from the booklet if they recognize the intersections, playgrounds, etc., that they are coloring, has chosen local scenes and has identified them as such. The example accompanying this article, for instance, shows the Custom House at 8th and Broad, Nashville, Tenn. The traffic safety rule listed under the picture to be colored is typical of those found under all 12 pictures in this book. All are short, to the point, and written so that children can easily understand.

In his introductory letter to parents, explaining the purpose of the children's safety coloring booklet, Sheriff Cartwright states in part, "In the process of coloring the pictures therein, it is hoped their juvenile minds will be impressed with the existing traffic dangers and how these can be avoided. If only one accident is prevented by this little book, we feel our efforts have been rewarded."



IF POSSIBLE, ALWAYS CROSS AT INTERSECTIONS WHERE THERE IS A POLICEMAN.

ARSON INVESTIGATORS' SEMINAR

According to an announcement by Prof. Shelby Gallien, director of Purdue University's Public Safety Institute, the Twelfth Annual International Arson Investigators' Seminar will be held at Purdue University, Lafayette, Ind., on April 23-27, 1956.

The seminar is conducted by the Public Safety Institute of Purdue University, with the support of the International Association of Arson Investigators and many other agencies and organizations interested in the prevention and control of arson.

Professor Gallien states that this seminar will provide the Nation's most outstanding lecturers on the subject of arson and will offer training for the new enrollee, advanced investigative techniques, review of latest scientific aids, plus specific training to aid in combatting this problem more effectively.

Additional information concerning the seminar may be obtained by writing to Prof. Shelby Gallien, Seminar Director, Public Safety Institute, Purdue University, Lafayette, Ind.

SOIL EVIDENCE

(Continued from page 20)

mens of soil should be taken from soil areas in the vicinity, such as the lawns or curbing strips on each side of the street. The Laboratory examinations almost invariably show that the soil lumps in the street could not have come from the side areas. This information is often of value in court during a hit-and-run trial.

One noteworthy case which occurred in a mid-western city involved the killing of a pedestrian by a hit-and-run motorist. Soil from the accident scene was submitted to the FBI Laboratory where it was found to contain particles of zinc and lead ore and a trace of native silver. This indicated that the hit-and-run car had been in a mining or smelting area. A week later the Laboratory received a soil specimen from under the fender of a suspect car. This soil specimen was similar to the soil from the accident scene even to the presence of zinc and lead ore and a tiny bit of native silver. The Laboratory results showed that in all probability the soil on the street came from the suspect's car fender. The suspect later admitted

being at the scene of the accident at the approximate time the accident occurred.

Soil Comparisons

Each soil specimen is examined and analyzed in the Laboratory for its physical characteristics, mineral content and other component parts. The specimen from the accident scene is compared with the additional side area specimens to show that it is a soil foreign to the crime scene area. It is then compared with the specimens from under a suspect's car.

When the soil at the accident scene is found to be similar in all characteristics and contains minerals and materials similar to those in one of the specimens from under the car, then the Laboratory can say that both soils could have come from the same source. Circumstantially, the automobile is placed at the scene of the accident. In these circumstances, Laboratory examiners are able to appear and testify in court regarding their findings. There is no charge to law enforcement agencies for the Laboratory service.

POLICE MANUAL

(Continued from page 23)

3. Maintaining a file on all old pages in the manual to settle any problem where past regulations are of interest.
4. Making sure that changes in the manual have been approved by the committee whose responsibility it is to rule on all additions and deletions in the manual.
5. Constantly reviewing the manual for obsolete rules and regulations and keeping it clear of duplication and contradiction.
6. Being responsible for the actual issuance and assignment of the manual; keeping a record of manual numbers and to whom assigned.
7. Handling publication problems and distribution of all manual changes.

Value

A police manual planned with care, intelligence, and with the particular needs and resources of the department in mind, written in concise and understandable manner, and maintained in a business-like way, can be an important and useful asset to any law enforcement agency. Police agencies have long appreciated the value of police manuals and continue to express interest in such manuals.

WANTED BY THE FBI

SETTIMO ACCARDO, with aliases: Salvatore Accardi, Sam Accardi, Sam Settemo Accardi, Settimo Accardi, Settinno Accardi, Sam Accardo, Sam Accarobi, Guiseppe Accarobi, Guiseppe Accarolai, Guiseppe Accarolei, Tumi Arrolo, Samuel Settimo, "Don Coco," "Big Sam," and others.

Bail Jumper

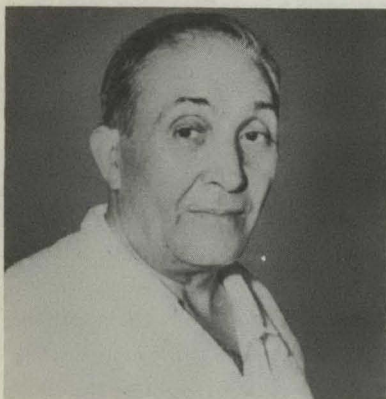
Settimo Accardo was arrested on August 3, 1955, at Bloomfield, N. J., in connection with a narcotics violation. He was arraigned before a United States Commissioner on the same day and was subsequently released on \$75,000 bail. On October 31, 1955, an indictment was returned by a Federal Grand Jury at New York, N. Y., charging Accardo with violation of the Bail Jumper Statute, after he failed to appear for trial on narcotics charges in U. S. District Court, Southern District of New York.

Accardo has been convicted for conspiring to violate the Federal Alcohol Tax Laws.

Caution

Accardo reportedly has suicidal tendencies. He may be armed and should be considered dangerous. He is described as follows:

Age----- 53, born October 23, 1902, Vita, Sicily (not verified).
Height----- 5 feet, 11 inches.
Weight----- 200-210 pounds.
Build----- Heavy.
Hair----- Black, graying with receding hairline.
Eyes----- Brown.
Complexion----- Medium.
Race----- White.



Settimo Accardo.



Nationality----- Stateless, denaturalized of U. S. citizenship.
Occupations----- Contractor, construction worker, salesman.
Scars and marks-- Right little finger scarred, gall bladder operation scar right side.
Remarks----- Walks with slight stoop; wears glasses when reading.
FBI No----- 683,907.
Fingerprint classification-----

M	31	W	IMO	23
I	28	W	OII	

Notify FBI

Any person having information which may assist in locating Settimo Accardo 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.



WELL-TRAVELED FUGITIVE

The length to which fugitives go in an effort to evade apprehension is illustrated by the travels of a 58-year-old man, who, when captured, stated that he had traveled through 46 States during his 3 years as a fugitive.

PUBLICATIONS AVAILABLE

Publications of the FBI on many police matters are available for cost-free distribution to police agencies and officers. Of special interest to agency heads and investigative officers is the pamphlet entitled "Services of the FBI," a 9-page pamphlet which sets out in brief, ready-reference form, the principal investigative matters over which the FBI has jurisdiction.

The FBI and Local Law Enforcement, a 13-page booklet, is published chiefly for the information and assistance of municipal, county, and state prosecutors. It sets out FBI policies and procedures of special interest to prosecutors, briefly lists the more prominent types of violations of Federal law over which the FBI has primary jurisdiction, and describes the services the FBI offers local law enforcement through its Laboratory, Identification Division, training programs, and publications.

Copies of these publications can be obtained free of charge in limited quantity by writing to the Director, FBI, Washington 25, D. C.

THE CASE OF THE LONE FINGERPRINT

To the casual observer, the two nicely dressed men driving through back streets of New York between 8:00 and 8:30 in the morning, August 18, 1953, were two businessmen driving to work. These casual onlookers had no way of knowing that one of the men had just robbed the Floral Park office of the Franklin National Bank of Franklin Square, N. Y., of over \$190,000 and was then forcing the manager of the bank to drive him from the scene.

Approximately one hour earlier, the bandit, a handsome, well-dressed man in his late 20's, had approached the bank manager as the latter prepared to leave home for his usual morning drive to work. The gun-wielding stranger had forced the manager to allow him to enter the car and then, as they drove along, had outlined his plan to rob the bank at the opening hour before customers began to arrive. The manager was to instruct the other employees to comply with instructions and then he was to drive the robber from the scene. The manager noted that the stranger called many of the employees by name and also was familiar with office gossip.

The plan had gone according to schedule. Now, the bandit and the manager were leaving the scene, the employees remaining at the bank having been warned not to call the police if they expected to see the manager alive again.

"Stop here," the bandit said as they approached an abandoned railroad tunnel. "Here's where you get out." Then, as he pulled on a pair of gloves and wiped his fingerprints off the right door, he added, "I almost pulled a boner." After forcing the bank manager to get out, the robber slid under the wheel and drove away.

When the car was found abandoned a short time later, local officers and FBI Agents gave it a thorough going over. They found that the bandit had pulled one "boner" which he had not rectified. During the car inspection, a local police officer lifted a partial latent fingerprint from the rearview mirror. This clue could break the case!

Painstaking investigation followed but the robber remained unidentified. Approximately one year later an Agent in the New York Office of the FBI was studying a recently issued Identification Order on a subject wanted for illegally fleeing from the State of California to avoid prosecution for the crime of burglary. His attention focused

on the print of one of the man's fingers. It looked very much like a major clue in the Floral Park bank robbery—the solitary partial latent print found on the bank manager's car. This Agent, as well as all the other Agents assigned to the case, was familiar with this print as all had been provided with enlarged copies.

Literally hundreds of suspects had been interviewed and eliminated. At last perhaps the break had come! The Agent, carefully reviewing the Identification Order, noted that the description of the alleged California burglar, George Patrick McKinney, fitted the one the witnesses had given of the New York bank robber.

At approximately the same time, a woman in a Florida Post Office was carefully scrutinizing another copy of the same Identification Order.

While witnesses at the Floral Park Bank were identifying photographs of McKinney as the bank robber, Agents of the Miami Office were investigating the woman's report that McKinney possibly was identical with Wade Patrick Johnson, formerly the owner of an automobile agency in Jacksonville, Fla. "Johnson" was taken into custody but denied that he was McKinney. His fingerprints, however, proved that "Johnson" and McKinney were one and the same.

Thus the discovery of the fingerprint, plus perseverance and an investigator's alertness, led to the identification of the bank robber. Publicity, plus the cooperation of a public-spirited citizen, led to his apprehension.

McKinney received a sentence of 22½ years and was fined \$10,000 and costs. Local burglary charges against him in California were dropped.

In addition, two accomplices, Ronald Everett Martin and Clifford Donald Oberkirch, also were sentenced. Although Martin was hospitalized at the time of the actual robbery, he had assisted in the planning and had spent a great part of the loot. This 22-year-old youth, described as a handsome and dashing ladies' man, was sentenced to 21½ years' imprisonment and was fined \$10,000 and costs. Oberkirch, a shy, retiring man of 30, who was employed as a bookkeeper at the bank at the time of the robbery and who had given McKinney much "inside" information, received a sentence of fifteen years. This former bookkeeper, afraid of going on a spending "spree" and thereby trapping himself, had accepted very little loot.

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

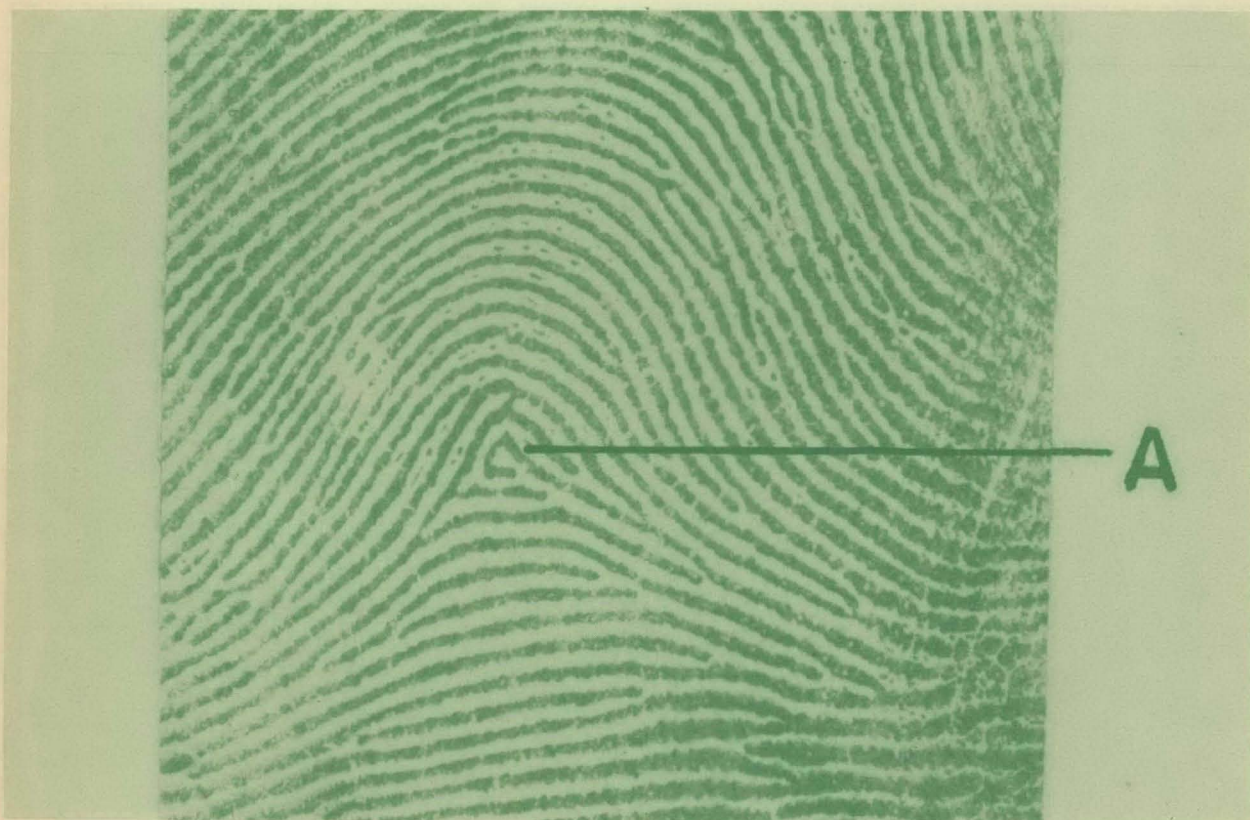
OFFICIAL BUSINESS

RETURN AFTER 5 DAYS

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

Superintendent
State Police
Salem, Oregon

Interesting Pattern



This unusual and interesting pattern is classified as a tented arch. It is necessary to reference this pattern to a loop due to the fact that undue pressure or heavy inking might easily cause ridge A to appear to have sufficient recurve to be a looping ridge.