

# FBI

## *Law Enforcement*

# BULLETIN



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





# The American Ideal

by **DIRECTOR J. EDGAR HOOVER**

*Address at Freedoms Foundation Annual Awards,  
on February 22, 1957, at Valley Forge, Pa.*

This Day and This Place are dear to the hearts of all true Americans who realize the meaning of the freedoms which our forefathers won for us. So long as this Nation endures, we pray that men will gather—as we have today—to do honor to the memory of the man, George Washington, who was “First in war, first in peace, and first in the hearts of his countrymen.”

The American Revolution was kept alive by the dreams and the genius and the indomitable spirit of George Washington. In those dark hours here at Valley Forge, he and his men fanned the flame of liberty to inspire by their determination others who had lost hope or had grown faint of heart.

Because of George Washington and his valiant men, this place is hallowed ground. Here, our American heritage was made secure. Here, our own “freedom fighters” stood firm to protect our infant Republic, and refused to permit the forces of tyranny to crush their dream.

It, indeed, is fitting that Freedoms Foundation should be centered at Valley Forge—where the laying of the foundation of our American heritage was assured by the willing sacrifices of those brave men to whom Liberty was dearer than life; Liberty, not alone for themselves, but for the generations which were to inherit the precious fruits of their sacrifices. The foundation’s location lends emphasis to its purpose—of passing on, through knowledge of its real meaning, the Torch of Freedom.

In this historic setting and in this reverent atmosphere, I am deeply honored to be selected to receive Freedoms Foundation’s George Washington Award. In honoring me, you also are honoring the loyal men and women of the Federal Bureau of Investigation who have made its achievements possible.

Our America was born out of the yearning for freedom, the same yearning which only recently spurred heroic Hungarians to fight enemy tanks with stones and homemade bombs. Our shores

have become the haven of the oppressed and beckon to those in the Old World to come and to be free; to worship God as they choose; to seek the opportunities which America offers to those who are willing to work and fight to preserve a way of life which gives so much to so many.

The American ideal is woven of a thousand things. It is woven of unfaltering faith in God, faith in the destiny of this Nation, of battles and of Valley Forge, and Gettysburg, and the Marne, and Anzio, and Iwo Jima. Threaded through the fabric is the patience of a Washington, the wisdom of a Franklin, the humility of a Lincoln, the integrity of an Eisenhower, the courage of an unknown soldier, the vision of a Jefferson, and the sacrifice of a Nathan Hale. It is laced with the memory of men’s words: “I have not yet begun to fight!” and “I only regret that I have but one life to lose for my country.”

The American ideal is embodied in our Nation’s integrity and honor and in our homes in which respect for the rights of others is taught by precept and example. It is part and parcel of our Bill of Rights and the constitutional concepts which recognize that all men are free and equal, endowed by their Creator with the unalienable rights of life, liberty, and the pursuit of happiness. The American ideal embodies the sum total of the wisdom, the courage and the sacrifices of our founding fathers. Its foundation is the faith of our fathers.

The American ideal has its roots in religion. Without its religious sanction and inspiration, the American ideal would pale and wither to extinction. It is the American precept that men shall live as equals under a government by law, which is embodied in the greatest of all laws:

“... Whatsoever ye would that men should do to you, do ye even so to them: for this is the law and the prophets.”

From those bleak days in Valley Forge, men have fought and died for the American ideal.



We know ideals can be preserved only through eternal vigilance. Our own ideal of freedom and our way of life are under ceaseless attack both from within and without. We fail in achieving our ideal every time an American home fails by producing a juvenile delinquent. The failure is that of adult America. Youth needs only to be guided along the proper path and to be given the direction and training to determine right from wrong; good from bad; the true from the false; belief in the dignity of man; belief in themselves; and faith in a Supreme Being.

Every law-abiding person who wishes to preserve our American freedoms certainly must recognize that they cannot long endure without respect for authority which is dedicated to preserving civil liberties rather than to destroying them. Without freedom a society loses its meaning, and without protective authority, it becomes anarchy.

The primary mission of our Constitutional Republic is to preserve the proper balance between freedom and authority. Our generation has witnessed assault after assault on this constitutional balance of freedom and authority.

The "pseudo-liberal" and the neo-Fascist seek either license or an excess of authority. The "pseudo-liberal" has increasingly conceived committees in the name of defending every freedom, but none to uphold authority. When he has succeeded in lessening freedom by curtailing authority, he has claimed social progress. These self-styled social reformers seek to substitute license for freedom. They have become the ready tools of the Communist conspiracy, and their refusal to recognize the difference between authority for the common good, and oppression, has aided in making possible an era of Communist expansion.

To be sure, the "pseudo-liberals" proclaim themselves as anti-Communist. They have made efforts in recent years to curtail the Government's authority to defend our national security. Some of them may be honest and sincere, but they are misguided. Others seek the "pseudo-liberal" cloak to conceal more sinister objectives, because deceit is the very essence of communism.

The tragedy of our generation has resulted from our spiritual shortcomings, from the disastrous moral failures of our age, and from the failures of the last war and the last peace.

Our generation has suffered two world wars. After World War I, the free world awoke to the realization that the war "to make the world safe

for democracy" was not finished. After World War II, a tired and peace-seeking people had the satisfaction of knowing that the Fascist monster had been destroyed. Then came another shock. Soviet Russia launched a cold war against the West and a not so cold one against other defenseless peoples to extend its orbit of destructive influence over one-fourth of the earth's surface and approximately 40 percent of the world's peoples.

The free world has been slow to recognize the Communist approach despite the blueprints for action which the Communists have proclaimed to all with ears to hear and eyes to read. From the time the Communists came to power in Russia until today, they have used duplicity, propaganda, treason, and even armed force to distort truth. In the 109 years since the Communist Manifesto was written, they have never won power in any country by the free vote of a majority of the people.

Communism is doomed ultimately to fall, because it is anti-God and denies the dignity of man. The day will come when it will be rejected by all the peoples of the world. But that day never will come through wishful thinking. It will come only when the fires of freedom burn bright and the sinews of freedom are strengthened. No brutality can erase the urge to liberty which surges in every man's heart. The fall of worldwide communism will come only when the world, both the free and the enslaved, resolves that this heartless dictatorship shall end. We can hasten that day by eternal vigilance in protecting the American ideal against abuse and by extending the power of its influence.

The present generation of fathers and mothers must decide now for the future generations—whether that future shall hold freedom or slavery, depends on how completely the challenge of communism is met and vanquished.

Let there be no mistake, the fires of freedom smolder even in the heart of Communist strongholds. Even the power of Stalin and his successors has not been able to extinguish it.

The Hungarian Freedom Fighters give testimony to the ruthlessness of the Communist might and to the strength of peoples yearning to be free. Last November Nikita Khrushchev, the present head of the Russian Communist Party and the principal spokesman for the Soviet Union, in referring to the freedom-loving countries of the West, stated: "Whether you like it or not, history is on our side. We will bury you."



More recently, Khrushchev has praised Stalin and even had the atheistic audacity to call upon God to send more men like Stalin to fight for communism.

It cannot be denied that 10 of the 11 members of the present governing body of the Communist Party of the Soviet Union were puppets for the old tyrant Stalin, and whatever they learned in the art of governing by force they learned from him.

The gyrations of the Soviet Communists have produced a chain reaction in Communist Parties around the world. American Communists have put on a dazzling performance of shifting and turning. In the days and weeks which lie ahead, they will resort to every time-proven Communist trick to deceive the American public by advocating a peaceful transition to socialism, by appealing to the masses with trumped-up charges of injustices, by seeking to build a broad coalition of Socialist forces, by recapturing the naive, and mobilizing the "pseudo-liberals."

Behind all this still prevails the determination to intensify the class struggle with resort to deceit, misrepresentation, and the use of force and violence when necessary.

Their aims and tactics are obvious. The Communist conspiracy has been exposed for what it is in courtrooms, by congressional committees, and by the press, radio, and television. Its new look and program are designed to enable the American communists to regroup and develop a militant party to accomplish their "historic mission" of destroying American freedoms. Soviet-style communism remains the ideal, and the Communist Party intends to do its best to impose it upon this country.

Crippling blows have been dealt to the Communist cause in the United States. But there is a greater task which rests with our teachers, the molders of public opinion, the ministers of every faith, our labor leaders and our industrialists. In short, the responsibility of education to preserve the American ideal rests with every American home. Truth and education are the ultimate answers in the fight to preserve the American ideal.

The Nation can be thankful for a Freedoms Foundation which stands as a sentinel, as did our Revolutionary "freedom fighters" here at Valley Forge, which is the vivid symbol of their suffering.

If we have the courage and the determination to face the future with the humility and the dedicated sacrifices of our founding fathers, then the Star-

Spangled Banner shall continue to fly over this—our home of the free and land of the brave, and "freedom fighters" in other lands may eventually secure these blessings which are ours. This is the goal of the American ideal.

★

## ANNIVERSARY

On January 20, 1957, Maj. James M. Broughton, honorary president of the International Association of Chiefs of Police, celebrated his 84th birthday.

On the occasion of his birthday anniversary, Major Broughton was joined by representatives of the FBI and local law enforcement agencies in a celebration at Portsmouth, Va., of which city Broughton is the retired chief of police.

By his past accomplishments and continued interest and contributions to the profession, Major Broughton is widely known and highly regarded in law enforcement and it is felt the accompanying photograph will be of interest to his many friends and associates throughout the country.



*Maj. James M. Broughton.*





## FEATURE ARTICLE

# Techniques in Handling Arson Investigations

by CHIEF WILLIAM D. ROSSITER, *State Fire Marshal Division, Milwaukee, Wis.*

In the broadest sense, arson is defined as the willful and malicious burning of any type of building; or of the personal property of another; or of one's own personal property for the purpose of defrauding an insurer of that property. In most States, operating under the model arson law, it makes no difference who owns the building involved in a fire. A man who burns his own building is deemed just as guilty as if he had burned the building of another, regardless of his motive for setting the fire.

In other States, the arson laws approximate the old English common law under which arson was an offense against the habitation of another rather than an offense against property. In Wisconsin, for instance, a man can burn his own building and not commit the crime of arson, provided the fire was not set for the purpose of defrauding the insurer of the building.

The development of an arson case falls into three parts or phases. These phases are related to each other and overlap to some extent, but for our purposes, we will regard each as a separate and dis-

tinct part of the complete case. These phases are: (1) detection, (2) investigation, and (3) prosecution.

The first phase, the detection of arson, is primarily a function of the fire department. It would be safe to assume that probably 95 percent of all arson cases are brought to the attention of the law enforcement officer by the alertness of the fire companies responding to the alarm.

Through the efforts of the fire department, the police, and other investigative agencies, the following factors or elements must be established: (1) the fire; (2) the incendiary origin of the fire (*corpus delicti*); (3) the motive; (4) the proof of guilt. Let us consider briefly each of these elements.

### Occurrence of Fire

It must be shown that a fire occurred at a specific location on a certain date, that the building or property belonged to somebody, and that the fire actually burned something. It makes no difference how slight or minor the burning was if there was actual burning. There must, however, be an actual physical or chemical change in the fibers of the wood, or whatever else burned. Mere scorching or blistering does not constitute burning.

Establishing the fact that there was a fire, the location, date, time, etc., is primarily a function of the fire department. The fire department record will show, or should show, the date and time the alarm was received, location of the fire, type of building, the names of the owner, the occupants and the person who turned in the alarm. The report may show the value, estimated damage and the insurance.

### Incendiary Origin

Establishing the incendiary origin (the *corpus delicti*) is perhaps the most important single element of an arson case. This phase falls into the category of both detection and investigation.



*Chief William D. Rossiter.*



Sometimes this element can be established by the fire department alone. In many instances, it can be established only through the close cooperation of the fire department and the law enforcement agency assigned to the case.

"Corpus delicti" literally means "body of the crime." For practical purposes, it means that certain facts must be established to show that a crime was committed. In most crimes, this is not too difficult. For instance, if a store window is found forced open and money or merchandise is missing from the premises, the corpus delicti of a burglary has been established.

In the case of arson, it may not be so simple. The mere fact that a fire occurred in itself means nothing at all. Legally, every fire is presumed to be of accidental, natural, or providential origin until the State can prove beyond reasonable doubt that the fire was of willful and malicious origin. May I hasten to add that "beyond reasonable doubt" does not mean "beyond all possible doubt."

If, upon arrival at the fire scene, the fire chief finds multiple fires, or trailers to lead the fire from one part of the building to another; if the use of an accelerant is noted; if mechanical, chemical, or electrical devices for starting the fire are found; if there is deliberate short circuiting of electrical service, or gas pipes disconnected—if any one or a combination of these or other similar conditions is found, the corpus delicti is not a big problem. These items would lead to the conclusion that the fire was not of accidental origin, and we would have every reason to believe that a reasonable person, such as a judge or member of a jury, would think likewise.

In the crime of arson, the arsonist hopes to destroy the evidence of the crime by means of the crime itself, by means of the fire that he sets. So, when the actual physical evidence is missing, we must establish the corpus delicti by means of circumstantial evidence.

What kinds of evidence can be used under these circumstances? It would be impossible to set forth a complete list of all types of circumstantial evidence which might be of value in an arson case. A few can be listed, such as: elimination of accidental causes, physical evidence found, statements of witnesses, observations of firemen and officers at the scene, law enforcement agency and fire department records, insurance history, removal of furniture or personal property before the fire, credit reports, court records, and the activities of possible suspects before, during, and after the

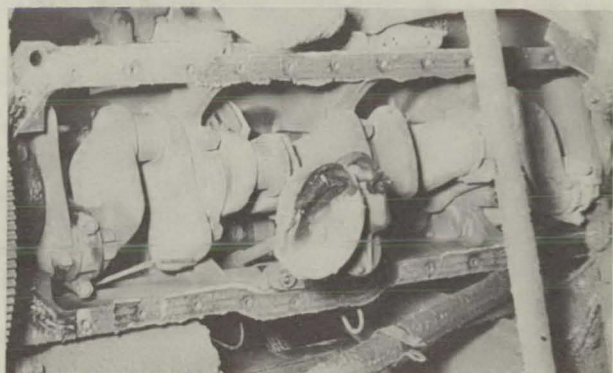
fire. As in any other criminal investigation, rumors, hearsay, and tips must be run down for possible evidentiary leads.

Most firemen have had some training in the detection of arson. One point which is always stressed to firemen is the proper handling of physical evidence found at the scene of the fire. Anything that might tend to indicate the incendiary origin of the fire should be left where it is at the time of discovery. The fireman finding it should notify his superior officer, and this officer with other firemen should note the exact location, its relative position to parts of the building, and its use or apparent use in relation to the fire. This information should be given to the investigating officers when they arrive at the scene. It should be photographed before it is removed.

The removal of such evidence should be done by the investigating officers. This brings up a point which is a stumbling block in many arson cases—the problem of the chain of custody of evidence, or as it is known legally, the "evidentiary escort." The officer who is to identify a certain piece of evidence in court must be able to testify that the evidence is one and the same as was found at the scene of the fire.

The first step in overcoming this problem is the proper marking of evidence for future identification. If the evidence is of the type that can be marked with a pencil or scratched with a nail or knife point, the officer's name or initials, together with the date and perhaps a number, should be written or scratched on the evidence. Marking evidence with an "X" is almost as bad as not marking it at all.

The possibility of lifting latent fingerprints from the evidence should be considered, but it is only fair to say that the chances of lifting prints



*Auto arson involving burned-out bearings to avoid excessive repair bills.*



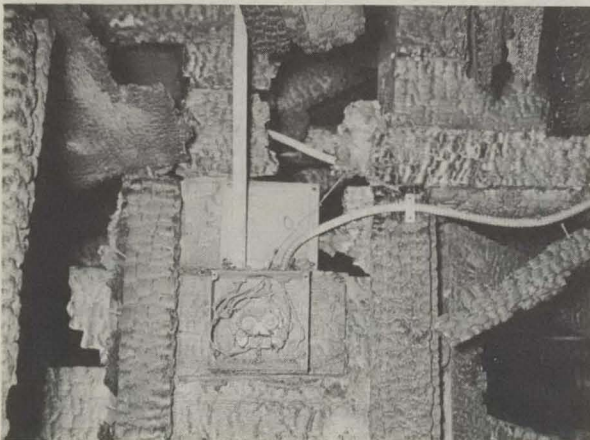


*Evidence of kerosene found in this debris.*

from any article that has gone through a fire are remote.

Evidence which cannot be marked in this way—liquids, rags, wet paper, chips, bits of candle—must be placed in containers. Our division uses several types of containers for evidence of this kind. We use mason jars for liquids, plastic freezer sacks for material that would not fit in a jar, and cellophane envelopes for small pieces of evidence. A cellulose sponge and cotton for obtaining samples of liquids, an assortment of pill bottles, tags, labels, and tape and sealing wax for sealing the container, are also carried in this evidence kit. The entire kit is carried in a 5-gallon paint can which itself can be used as an evidence container.

The law enforcement officer on duty at the scene of a fire should be on the alert for suspicious persons at or near the scene of the fire. It would be



*Overfused, ungrounded electrical service caused accidental fire.*

impossible to enumerate all types of persons who might be classified as "suspicious" at a fire, but some types for which the police officer should be alert can be enumerated:

(1) The overly helpful person who wants to help the firemen, or direct traffic and in so doing may try to give the impression that he is a member of the fire department or a police officer.

(2) Persons in a hurry to get away from the scene of the fire, either on foot or in vehicles.

(3) The "hero" who wants to be sure he gets credit for discovering the fire, turning in the alarm or rescuing occupants.

(4) Intoxicated persons of both sexes.

(5) The person who claims to know in great detail just where and how the fire started.

(6) The person who gives a minute description of a supposed suspect. He may be an individual doing this to throw you off his trail.

(7) Persons who have been at or near other fires, especially fires in the same locality.

(8) Persons who act peculiarly or look "suspicious." In my experience with the mentally disturbed type of firebug, it would not take a psychiatrist to figure out there was something wrong with most of them after seeing and talking with them for a few minutes.

The officer on duty at a fire should obtain names and addresses of persons in the crowd who claim to have information regarding the fire. It often happens that in the excitement attending a fire, a person will say something or give some information that he later regrets. If his identity is not established at the time, it may be impossible to locate him for further questioning when subsequent investigation of the fire is made.

The officer should also be extremely cautious about giving his opinion as to the cause of the fire to persons other than to members of his own department or to the fire department. For instance, if he makes it known to the public that he believes the fire was caused by careless smoking, and it later develops the fire was of incendiary origin, he may find himself subpoenaed by the defense, and find himself in a most embarrassing position on the witness stand.

Another duty of the officer at the scene of a "suspicious" fire is to keep unauthorized persons off the premises. However, it often becomes necessary for occupants of a building to re-enter after the fire is under control for the purpose of removing money and other valuables, or to obtain



additional clothing. If such is the case, the occupant should be accompanied by an officer, and the officer should list everything which is removed and the occupant should sign a receipt, acknowledging that the articles were removed by him. The occupant should not be allowed to remove anything of evidentiary nature, regardless of its value.

## **Motive**

While it is not necessary to prove motive in an arson case any more than it is necessary to prove motive in other types of crime, every effort should be made to establish the motive. First, the motive directs the course of the investigation. Secondly, it enables the prosecuting attorney to present the results of the investigation to the court in a clear, understandable manner, explaining why the defendant acted as he did, what he hoped to gain by the fire, and how the evidence ties in with the overall picture of the case.

In the broadest sense, there are two types of motives: arson for gain, and arson not for gain. Under arson for gain might be listed fires set to defraud an insurer due to overinsurance, distressed merchandise, financial reverses, etc.; and fires set by a watchman or employee who "discovers" the fire to enhance his value with his employer.

Under the category of arson not for gain might be fires set for spite or revenge; fires set to cover the evidence of another crime such as murder, burglary, or embezzlement; fires set by mentally disturbed persons—the firebug or so-called pyromaniac; fires set by juveniles.

If fraud is the suspected motive, the arrest of the suspect should be delayed until a comprehensive investigation has been made. If possible, the arrest should be delayed until after the suspect has made a claim to the insurance company, as this will strengthen the state's case considerably. However, the suspect should not be ordered or requested by the investigating officers to make this claim, or he may later come up with an "entrapment" defense.

## **Proof of Guilt**

An arson case, like any other major criminal case, must be proven in court. Some prosecutors are reluctant to touch an arson case unless there is a signed confession because of the old adage, "The only way to convict an arsonist is to catch him



*Intense burning of upper stairway indicates use of accelerant.*

with the match in his hand." If this were true, there would be very few arsonists behind bars today.

The job of the investigating officers is to supply the facts; the district attorney, State's attorney, or public prosecutor must handle the prosecution. The investigating officer must go over all angles of the case with the prosecutor, looking for the weak points in the State's case and how these might be strengthened. The anticipated defense should be considered and efforts made to develop witnesses and evidence to rebut the probable defense.

An arson case cannot and should not be prepared the day before it is to be tried. Statements of the State's witnesses should be obtained by the prosecutor, or made available to him well in advance of the trial. In this way, not only will he have a clearer picture of the events and what the witness can be expected to testify to, but the witness is less likely to change his testimony during the trial if he knows that the State has in its possession his original and probably true recitation of the events.

I can conceive of no crime in which the investigation requires closer cooperation among the interested agencies than the investigation of the crime of arson. Neither the fire service, law enforcement, the fire marshal, the laboratory, nor the prosecutor can do the job alone. It is only through close, unselfish, wholehearted cooperation of everybody concerned with a case of arson that the cowardly and vicious arch-criminal, the arsonist, will cease to take his toll of innocent lives and millions of dollars' worth of property.



Some results ☆  
from the 1956  
conferences on ☆

# Auto Theft

During 1956, a series of FBI-sponsored law enforcement conferences was held on the subject of automobile theft. The series consisted of 178 conferences attended by 13,530 people, representing 4,616 agencies. Every level of law enforcement was represented, with officers from rural areas, villages, towns, large metropolitan areas, and State and Federal agencies exchanging ideas, suggestions, and experiences. In addition, National Automobile Theft Bureau representatives, city officials, car dealers, insurance adjusters, State attorneys, district attorneys, supervisors of driver training programs, representatives of motor vehicle bureaus, representatives of youth organizations, and other interested officials and individuals participated.

In general, the programs followed informal lines with panel discussions and open forums filling the major part of the day. Some of the suggestions and observations made at the conferences are being set out here for law enforcement's consideration. The reader should bear in mind that the suggestions given at the conferences were the ideas of specific individuals and groups and were designed to combat the problems in the specific jurisdictions under discussion. All, of course, will not apply to every jurisdiction. Some of the suggestions are already in effect in certain jurisdictions. The material set forth should be regarded merely as a collection of some of the considerations and ideas resulting from the various conferences. Every idea should not be considered as carrying the expressed or implied recommendation of the FBI.

## **Two Main Themes**

In general, the suggestions and discussions all revolved around two main themes: the measures law enforcement and the public must take in order to make the actual act of car theft more difficult, and the actions which must be taken to make it

more difficult for a person who has succeeded in stealing a car to use it or sell it without its stolen nature being detected.

In conference after conference, law enforcement officers emphasized the fact that the vast majority of cars stolen, especially by nonprofessionals, were left parked with the keys in the ignition, practically "asking to be driven away." Conferees discussed the wisdom and practicality of local ordinances subjecting car owners to stiff fines for failure to lock or properly secure their cars when parked unattended. While many believed that this was an excellent idea, some felt that such a law could be harmful to public relations. Others commented that in some places where such ordinances are in effect it is very difficult to get the courts to enforce them. Some individuals thought that police officers should take the keys from unattended vehicles, leaving a note for the motorist to pick up the keys at the police department. Many felt that this would also be a very unpopular measure. Other suggestions along this line included the following: Placing on every parking meter a metal tag reading "Have you locked your car and removed the keys?" and putting on unlocked cars a warning ticket stating, in effect, "Won't you take 10 seconds to prevent some juvenile from being committed to a reformatory. Law enforcement, not the automobile thief, needs your help." In this connection, a chief of police told of recruiting a local youth organization to help issue warning "summons" to motorists who left keys in their cars. At another conference, an insurance man stated that car thieves in one large city deliberately looked for such "courtesy" tickets in order to find cars in which the keys had been left. In general, however, conferees felt that such reminders to motorists are most worthwhile and that the method by which the reminders are given can be worked out by the local departments.

There were some suggestions that manufacturers should make the mechanism of ignition



switches such that either the key would be forcibly ejected when the motor was turned off or so that it would be impossible to turn the motor off without removing the key. A representative of the National Automobile Theft Bureau stated that manufacturers had met with customer resistance on some ideas, such as having a separate ignition key, a separate steering post lock key, and a separate door lock key. He stated that manufacturers had improved the ignition system by encasing the ignition terminals and by placing the wires to the ignition in a more inaccessible position.

The theft of cars from parking lots came in for considerable discussion. It was the consensus that there should be closer regulation of parking lots and especially those where cars are left unlocked with the keys therein. At one conference, a police officer stated that a survey of thefts of automobiles from used car lots reflected that such thefts are practically nil on fenced lots or on lots with chained entrances and exits. Officers at another conference told how they had handled one parking-lot problem. They stated that they had been troubled with a great deal of joyriding on the part of juveniles. The teenagers were taking the cars from theater parking lots which were left unattended after the beginning of the last show. The police department notified the theater managers and the parking-lot attendants of the situation. After the attendants started remaining on duty until the owners came for their cars, the incidence of joyriding in the area decreased considerably.

The seriousness of the joyriding problem was cited over and over. At one conference the executive director of a city youth board described a preventive program sponsored by his board. He stated that the program had the twofold purpose of educating adults to lock their cars so that teenagers would not be tempted to steal them, and of educating youths of the seriousness of the crime. He exhibited a film produced by his youth board in cooperation with the State youth commission. The film covers the subject of car theft and runs approximately 12 minutes. It is produced primarily for exhibition to juveniles and is meant to be followed by a panel discussion by young people. The youth leader also stressed a public education campaign his board sponsored, making use of newspaper, radio, television, and placard publicity, plus bumper stickers with slogans reminding motorists to lock their cars.

Many conferees felt that prompt handling of juvenile cases by juvenile authorities, with emphasis placed on impressing these young people with the seriousness of their actions, would result in a reduction of the juvenile theft cases. One officer cited an example of a juvenile who had been arrested 29 times for car theft and had yet to be punished by incarceration. He also mentioned a club in which a juvenile had to steal 100 cars before he could become a member. Conferees felt that in some jurisdictions probation laws for juveniles were too lenient, that juveniles could steal cars even while on probation for other thefts and still remain on probation.

In general, the conferees felt that the answer to the joyriding problem lay in making it more difficult for cars to be stolen, in educating youth regarding the serious nature of car theft and the possible consequences which can result from car theft for joyriding, and in taking stronger measures to assure the expedient and proper handling of persons committing this offense.

### *Detecting Stolen Vehicles*

In the conferences the practical attitude prevailed that regardless of the preventative measures employed, some cars will still be stolen. Accordingly, discussions touched on ways and means by which law enforcement and the public can see to it that these cars can neither be used nor sold without their stolen nature being detected.

Much time was devoted to discussing ways of detecting stolen cars. Many of these appear in the article, "Is It a Stolen Automobile?" which appeared in the June 1951 LAW ENFORCEMENT BULLETIN. (For a list of other articles which have appeared in the BULLETIN on the subject of auto theft, see the April 1956 issue.) Officers indicated that meter checkers, many of whom are women police employees, often have good opportunities to detect stolen cars and that their training should concentrate on this fact. Others suggested that all officers should receive concentrated training along these lines and that law enforcement should help instruct car dealers as to how to detect stolen cars.

### *Fictitious Papers*

Car dealers and law enforcement officers were urged to become familiar with the titles and reg-



istrations of the various States. At one conference a car dealer presented a title book as an aid to spotting fictitious titles and registrations. The book consists of photographs in color of legitimate titles and registrations issued by the various States.

Conferees stressed the fact that many clever car thieves, and especially those operating in rings, use devious means to obtain ownership papers. For example, many thieves operate a "salvage racket," wherein they buy salvaged automobiles in order to obtain their titles. They then steal automobiles of the same make and model as the salvage vehicles, change the numbers and other identifying factors on the stolen automobiles to correspond with the information on the salvage titles, and using the titles to the wrecked cars they purchased, sell the stolen cars, often to unsuspecting purchasers. Such cases are hard to detect, as the papers appear legitimate and the examiner must detect the fact that the identifying numbers on the cars have been changed. In several conferences, suggestions were made for stronger legislation regulating salvage and junk dealers, requiring them to surrender to the issuing State the certificate of title, the license plates, and serial plates on any vehicle not in condition for rebuilding. Others suggested that salvage and junk dealers should be required to submit buyers' reports in order to allow law enforcement to check on individuals and rings which might be working through salvage yards.

Suggestions were made to the effect that officers should keep in close touch with salvage and junk dealers, with service station operators, and with car dealers, as these individuals can be of great assistance in reporting any unusual or suspicious transactions. One officer stated that used car dealers, for their own protection, should consider calling out-of-State dealers before purchasing out-of-State used automobiles. He pointed out that such a small investment in a telephone call might save the dealer many dollars.

### ***Issuing Titles***

Many individuals cited the fact that it is often possible for a person to appear before a licensing agent and obtain a title for a car without the agent's seeing the car for which the title is being issued. Suggestions were made to the effect that no title or registration certificate should be issued for an out-of-State car until the car has been phys-

ically inspected by a qualified person for serial and motor numbers and the numbers compared with those on the title papers. One idea advanced was that all licensing agencies should require a "manufacturer's certificate of origin" before licensing a new car.

In this connection, the effectiveness of such laws was discussed at conferences held in Texas. A new State law requires that a new car or a car brought into Texas from another State, never before registered in Texas, must be taken to a commissioned officer who must actually physically check the motor numbers with the papers before the car is registered there. The car cannot be registered until an officer has certified that this examination has been made. It was noted that since the passage of this law, instances of fictitious registration in Texas have been nonexistent. The law was deemed to be very successful and a definite deterrent to one phase of the modus operandi of car theft rings which are able in some States to register stolen cars easily.

The need for a uniform title law throughout the country was emphasized in practically every conference.

### ***Checking Papers***

It was suggested that in connection with the periodic vehicle inspection conducted in various States, the agency conducting the inspections might be required by the Registry of Motor Vehicles to sample a portion of the cars inspected to determine that the motor numbers correspond with the registration.

At one conference, a chief of police suggested that possibly one means of effectively detecting stolen automobiles on a statewide basis would be to arrange periodic checks on highways leading into the State for the purpose of having law enforcement officers spot-check registration certificates to see if the automobiles were in the hands of their proper owners. He said that it would not be necessary to stop every car but that the officers performing the checking operation might be armed with the latest "hot" sheets reflecting stolen cars in order to check license plates from a distance.

At another conference, the records of two patrolmen were cited. Operating in a patrol car, they recovered 170 stolen cars during 1955, and at the time of the conference were well on their way to surpassing this record during 1956. Their success is attributed to the fact that they become thor-



oughly familiar with the license plates on vehicles reported stolen and make close inspection of the license plates on suspected cars.

## ***Reporting Thefts***

A common complaint was that car thefts were not reported promptly. One officer stated that often a suspicious car would be stopped, the driver questioned and allowed to continue. Later the car would be reported stolen. He stated that prompt reporting of stolen cars by the public, by insurance companies, and by law enforcement agencies would greatly assist in the maintenance of records and in the recovery of stolen vehicles. Another officer asserted that emphasis on prompt notification should be made a part of the public relations program of every department. He complained that people often notify their insurance companies, their friends, and neighbors before notifying the police. Recommendation was given to the passage of legislation requiring garage owners to report cars stored over a specified length of time. The suggestion was also made that automobile dealers should take daily inventories to assure more prompt reporting of car thefts.

## ***Car Stripping***

The problem posed by juveniles and others who steal automobile parts and accessories came in for much discussion. At least one police department has adopted a system of urging all used-car dealers to keep serial numbers on tires, radios, and other appliances to help identify stolen articles in court. An official of the National Automobile Theft Bureau said that many communities were encouraging the stamping of car license numbers on the inside of the hubcaps, thus making it possible to associate immediately the hubcap with the car from which it was removed. He stated that this system has proved effective in curtailing the activities of the juvenile car stripper.

This plan, he said, can be put into operation through the cooperation of civic organizations and the support of garage dealers who perform the task free of charge as part of their service to the customer.

## ***Far-Reaching Results***

It is felt that the conferences will have far-reaching results. Various persons attending indicated

that they would work for additional measures designed to curb the activities of car thieves. In addition to legislative action already mentioned, it was urged that more States should consider the advisability of adopting parental responsibility laws which make parents face responsibility for automobile thefts and acts of vandalism performed by their delinquent children.

Thoughts were expressed indicating that as a result of the conferences the various organizations will be able to work together more efficiently. For example, it was felt that as a result of discussion of State statutes covering registration and titling of automobiles and their enforcement, officers would be able to cut down on the time previously required to obtain checks on stolen automobiles. In connection with checking stolen automobiles, the suggestion was made that the license bureau should automatically furnish to the inquiring officer the lien information which appears in the files. It was also recommended that officers, when asking for information, should furnish both identification numbers and actual motor numbers, as some States keep records of the motor numbers while others use serial numbers. Officials of the National Automobile Theft Bureau appreciated the opportunity to appear before such large groups and explain the facilities this organization has to combat auto theft. Officials of State divisions of motor vehicles stated that the conferences afforded them excellent opportunities to acquaint officers all over their States with the facilities, services, and problems of their departments.

Additional local conferences were planned by some departments to follow ideas originated in these meetings. Immediately following one conference, police officials made plans for a three-department police school. There were some recommendations that periodic conferences should be held among law enforcement agencies in order to exchange information. In order to do this more effectively it was suggested that every department should maintain *modus operandi* files to identify the pattern of auto theft. An official of a State police organization indicated that he had received many good ideas which he hoped to incorporate in the recently organized auto theft bureau of his agency. He said that his department definitely planned to equip their patrol cars with kits for processing stolen automobiles similar to kits displayed at the conference he attended.

*(Continued on page 16)*





## ***New Building Houses Police and Fire Departments***

*by* CHIEF OF POLICE JOHN F. FLAHERTY, *North Adams, Mass.*

Shortly after the turn of the century, the police chief of the city of North Adams, Mass., pointed out the need for new quarters for the police department. In making the request, the chief mentioned that the odors from the fire department horses presented some delicate problems in police administration. The horse age passed and modern fire equipment took over, but the police station in this city continued to occupy an alley location in the rear of an obsolete fire station.

In addition to the location, the building itself was a limiting factor. The old police station was an antiquated two-story building which could not be considered adequate for an efficient police department. The cell block reminded one of the catacombs of Roman history. Years ago, the police station caught fire, but the fire department limited the damage to the basement. It has been said that the police never "forgave" the firefighters for their efficiency.

While the central fire station was located on a main city street, this unit was a relic of the days of horse-drawn fire equipment. Two pumpers, two ladder trucks, an emergency truck, and the chief's car were housed in a restricted apparatus floor area. The equipment was stored in 3 parking lanes, but there were only 2 overhead doors. Elbow room was limited, so extreme care had to be exercised by all drivers when responding to fires. The second and third floors of this building were used for the chief's office, the dormitory, and a gymnasium or training area. Several side walls of this unit were sagging and the cornices were ready to fall. The age of this building was not determined, but it was probably built between 1880 and 1890.

### ***Preliminary Planning***

In the years 1952 to 1954, progress was made in the direction of constructing a police station and



*Chief John F. Flaherty checks report as officer handles a call.*



district court building, in cooperation with the county government. This effort failed when the State legislature did not enact the necessary legislation for this joint project. In June of 1954, the city council authorized the preparation of preliminary plans for either a new police station or a combination police and fire station. As a part of this authorization, a site adjacent to and including the present fire department and police department buildings was selected. This site is directly across the street from the present city hall. A site selection is always difficult and this selection was made after a study of 12 potential sites.

The preliminary planning of any building is most important and vital to the ultimate success of a project. A local architect was selected to design the new building, including the preliminary planning details. To assist the architect, the chiefs of the fire and police departments prepared a check list of their building requirements. This list included a complete outline of space required, together with the reasons for requesting the space.

The architect and the department heads held several conferences to review the requested space needs. In addition to reviewing the above check list, they made several visits to new fire and police stations, so that adequate consideration could be given to the experience of other cities and towns in building similar units.

The next step involved the preparation of a preliminary building layout, including floor plans. Two possible schemes were presented for consideration. The main difference between the schemes involved the inclusion of badly needed public rest rooms in one plan. After a careful review of the plans, the matter was referred to the city council, with a recommendation that the combination police and fire station be constructed, with public rest rooms. On August 24, 1954, the city council approved the recommended plan, including an appropriation of \$350,000 for constructing and equipping the building. The necessary land takings were made on September 14, 1954.

### ***Contract Let***

Following the city council's approval of this project, the architect was directed to proceed at full speed in the preparation of contract plans and specifications for the new building. By January 6, 1955, the architect reported that the plans and

specifications were completed and ready for advertising. This naturally included the electrical, heating, and plumbing designs for the proposed building. The project was advertised by mid-January and the opening date for sealed bids was Friday, February 18, 1955. In accordance with the General Laws of Massachusetts, bids on the subcontracts were received on Wednesday, February 16, 1955.

Prior to the established date for opening bids, the land damage costs had been determined to be \$49,400. This meant that a maximum of \$300,000 would be available for the erection and equipping of a new combination fire and police station, including the architect's fees, the preparation of the site, and equipment. This financial problem was of real concern in that the architect's estimate for the designed building was \$296,000. The plans made provisions for all our basic needs. Four contractors bid on the project and the bids ranged from a low of \$250,875 to a high of \$287,000. The lowest bidder, a local contracting firm, was awarded the contract, which was signed on February 23, 1955.

The demolition contractor completed his work in March of 1955. On April 11, 1955, ground was broken and the general contractor proceeded with the construction of the new building. By December 1, 1955, the fire department was able to leave its temporary quarters in the armory and return to a new and modern facility. Three months later, the police department occupied the new building, after spending almost a year in the local armory. It was indeed a great experience to have two municipal departments return to a new, modern, and adequate facility.

### ***The New Building***

Both the fire and police units are two-story structures heated by a central heating system. With the exception of the fire department's storage space and a pistol range, there are no basement facilities. All heating on the first floors is radiant heating, which is advantageous for both departments. The second floor heat is furnished by a hot water connection system. The heating system is efficient in operation and economical in cost.

In selecting a face brick for this building, many samples of brick were considered. A smooth cream-buff, hard-burned clay brick was finally selected for the exterior of the entire unit. The choice has been well justified, in that the appear-



ance of the building has drawn favorable comment. Interior walls are constructed of cinder and spectra glaze blocks. The spectra glaze units are ceramic cinder blocks, which are used effectively as a face tile in the apparatus floor of the fire department and in the cell block and garage of the police department. All window sashes are made of durable aluminum.

### ***Fire Department***

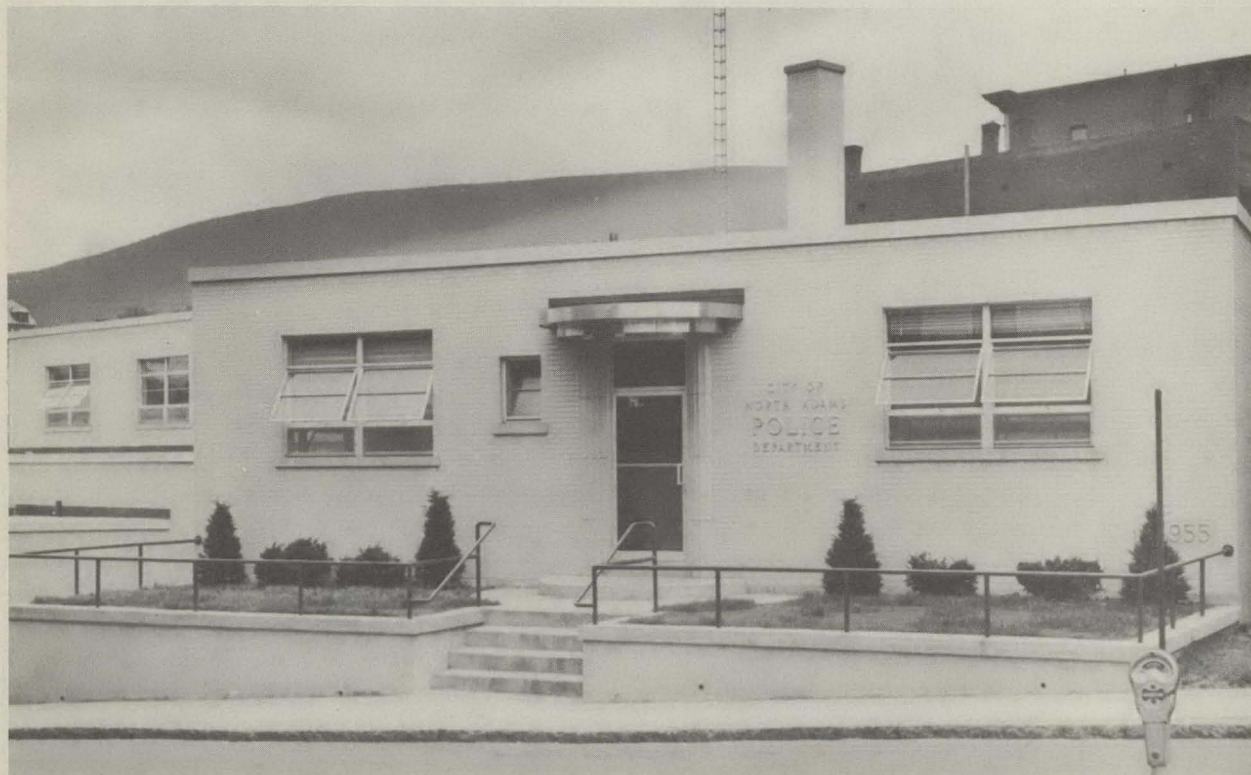
The main feature of the fire department building is the apparatus floor. This area contains five individual apparatus or parking lanes fully serviced by floor drains, overhead doors, water faucets, and an exhaust system. In the rear of the station, adequate area has been provided for the mechanical workshop, including a grease pit. All spare fire hose is stored on hose racks located against the side walls. Circulating air dryers are used for drying hose. In the center of the apparatus floor, a control room is provided. This nerve center is fully equipped with telephones, a fire alarm desk, a two-way radio, several private fire alarm signals, and an amplification system. All visitors to the fire station must stop and register at this point. The rear of the apparatus floor provides access to a storage room under the police garage.

A central staircase leads to the second floor of the fire station. On entering this floor, one can visit the chief's office, where a central record system is maintained for the department. An office, complete with sleeping facilities, is provided for the captain on duty. Next to the captain's office is the dormitory, which provides sleeping facilities for twelve men. Other features of this floor include a kitchen; a multi-purpose room, which is used for training and physical conditioning; four storage closets; and a reading room. In addition, a combination shower, toilet, washroom, and locker room is a part of this floor area. Two automatic shutter and sliding pole units are located in the building to provide access from the second floor to the apparatus floor. These units are located in the dormitory and multi-purpose rooms.

All colors for painting the interior walls have been carefully selected to blend with the design of the building. These colors include shades of green, blue, coral, and gray. New furniture has been installed in the building, including spacious lockers for the firefighters.

### ***The Police Department***

The design of the police station is somewhat misleading, in that the outside appearance does not



*View of police department headquarters.*



indicate the spaciousness of the new building. In the lobby, the control desk is eye-catching, in that it is of modern design and a beautiful piece of mill-work. The control desk is fully equipped with a modern police desk, telephones, two-way radio, bank alarm, intercommunication system, and civil-defense radio. Provision is made in the public lobby for the preparation of accident reports and other reports required by the police. No access beyond the control desk is permitted without permission from the desk officers. Adjacent to the control desk and public lobby are two offices which are partitioned off. The smaller office serves as office space for the traffic sergeant and the sergeant in charge of juvenile problems. A larger office serves as a central record room for all police records. The police captains and the civilian clerk have desk space in this office. To the west of the public lobby is the police chief's office. This office has an excellent office exposure and is fully equipped with the necessary closet and storage space, together with a private toilet facility.

Moving toward the rear of the building, we find a small interview room and an area for visitors who may wish to speak to prisoners. The cell block consists of 6 men's cells, a padded cell, 2 women's cells, and a matron's room. On the same floor,

provision is made for a large interview and first-aid room and another room serves as a photography room. A central staircase leads to the basement or first floor of the police-station unit.

The lower floor contains a spacious locker and assembly room for the members of the department. Shower and toilet facilities are provided adjacent to the locker room. Several storage rooms are located on this floor, including a parking meter repair room. Another feature of this floor's layout is a four-car garage served by a rear or side driveway. The overhead doors for the garage are opened by the control desk when a radio call is received from any of the three police cars. All prisoners are brought into the garage, escorted to the main floor of the station, booked at a special booth in the rear of the control room, and then confined. This feature eliminates the need for booking prisoners in the public lobby.

Another staircase leads from the lower floor to the pistol range, which is located under the approximate center of the fire department's equipment floor. This is a 50-foot range which provides each patrolman an opportunity to maintain his marksmanship ability. Regular qualifications on pistols will now be required for all police officers.



*View of fire department headquarters.*



Again, the color scheme was selected to blend with the design of the unit. Shades of blue and green were selected for the police station. New furniture and lockers have been provided, with a gray enamel finish. The lighting is of the finest design, with many recessed fixtures.

Available lawn areas for both units have been properly landscaped with Japanese yews and other shrubs. In addition, a flagpole helps to remind everyone that this is a public building dedicated to public service.

Floor areas for the combined building total 20,852 square feet, with the police station containing 7,778 square feet, the fire station 12,418 square feet, and the public restrooms 656 square feet. The building contains approximately 258,000 cubic feet. On the basis of unit costs, the building cost \$16.78 per square foot or \$1.36 per cubic foot, including the land acquisition costs, site preparation costs, general contract, architect fees, and equipment and furnishings. The actual construction costs, including the architect's costs, amount to \$12.89 per square foot or \$1.02 per cubic foot. These unit costs could not be approached in the present construction market. A breakdown of the total costs could be summarized as follows:

1. Site acquisition.....	\$49,400
2. Demolition contract.....	5,450
3. General contract.....	253,500
4. Architect's fees.....	15,204
5. Equipment and furnishings.....	26,446
	<hr/>
	350,000

The city of North Adams is justly proud of this new combination fire and police department building. It represents the first new municipal building for our city in the twentieth century, exclusive of public schools and a sewage treatment plant. Credit for this achievement belongs to a progressive and understanding city council, plus loyal and cooperative fire and police chiefs. The next decades of service for both departments will be dedicated to more efficient public service, with an emphasis on the all-important aspect of prevention—the prevention of crime and fire.

### QUICK "STOP"

Often "stop" notices in the files of the FBI Identification Division bring fugitives to justice after many years of freedom. Other times, the reaction is more swift. For example, on December 19, 1956, a fingerprint card was received from a New

Mexico police department for a man charged with breaking and entering and grand larceny. A check against the criminal files showed that only 20 days earlier a police department in California had placed a stop against him. The New Mexico police department was immediately notified of the wanted status of their prisoner, and the California police department was notified of his location. The California department subsequently wired that the fugitive was being returned to California from New Mexico.

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## AUTO THEFT

*(Continued from page 11)*

Results were prompt in many cases. After one conference, immediate plans were made to make records of a local office of the motor vehicle division available on a 24-hour basis to allow officers to check car registrations and titles at any hour.

Even more tangible results came out of the San Juan, P. R., conferences. Local officers had been working on a car case for approximately 8 months. Subsequent to the conferences, they rounded up the thieves. A spokesman for the officers stated that ideas and investigative procedures brought out in the conferences had been responsible for the successful completion of the case. He also said that this was the first case of its type to come to the attention of the police of Puerto Rico involving gang activities where automobiles were stolen, serial numbers changed, and cars repainted.

In general, the conferees saw that the auto-theft problem is common to all levels and departments in law enforcement and that it can be handled only on a coordinated basis. The role of the FBI and of the National Automobile Theft Bureau was pointed out for the benefit of those attending. Representatives of police departments, auto dealerships, motor vehicle bureaus, National Automobile Theft Bureau, and other concerned organizations and individuals learned more about the problems and services of each separate department. It is felt that the material covered in the conferences will be disseminated on a wider basis as the conferees discuss within their own departments, with acquaintances from other departments, and within police schools, the various suggestions brought forth in the interest of handling local auto thefts and violations of the Interstate Transportation of Stolen Motor Vehicle statute.



# POLICE TRAINING

When a new officer on the San Diego Police Department takes his designated seat in the classroom and begins getting acquainted with the man next to him, he may be surprised to learn that his neighbor comes from the police department at Carlsbad, a city 30 miles north of San Diego. Before too long this officer may find that other students in his class are from seven city police departments in San Diego County.

Several years ago Chief of Police A. E. Jansen extended an invitation to law enforcement agencies in this county to send their new officers to this school at no cost to them. Police departments within a radius of 40 miles, including La Mesa, El Cajon, Chula Vista, National City, Coronado, Carlsbad, and Escondido, have participated in this school.

The history of the present police training program in this department began in 1945. Prior to that year and before World War II some training of new officers was accomplished, but the war brought these efforts somewhat to a standstill. Since 1945, however, the training program has continued to gain momentum.



*Lt. Robert J. Karrow.*

## Countywide Police Training Program in San Diego

*by Lt. ROBERT J. KARROW, Director of Training,  
San Diego, Calif., Police Department*

At the present time this training consists of four basic parts: classroom instruction, conducted for both new officers in the induction program and for more experienced officers in in-service classes; field instruction, conducted for all new officers by placing them with a more experienced officer under a system of rotation and in conjunction with the classroom instruction; fire-arms instruction, conducted for all new officers early in their training and at least four times a year for all other officers; and a system of self-study, conducted for all officers below the rank of first-class patrolman.

### *Induction Training*

By following a new officer through his training, perhaps we can show how he is trained.

He spends his first day obtaining equipment, taking a tour of the station, going over preparations for reporting for duty and listening to explanations of the functions of divisions, the use of equipment, and employment responsibilities and benefits.



*Chief A. E. Jansen.*



The new officer spends the next 4 days on the pistol range where he receives instruction in the care and use of the revolver. Before completing this instruction, he must qualify over both the police target course and the combat course. In the last day on the range he sees demonstrations of the use and operation of all special weapons such as tear gas equipment, shotguns, rifles, and automatic weapons.

The following week he begins his combined classroom and field instruction. His day begins at 6:45 a.m. when he reports to the patrol division to be assigned to a beat with a more experienced officer. This phase of his instruction covers the many detailed functions of police work which can best be learned by experience. This includes the use of radio equipment, observing the handling of assignments and calls, the actual writing of a traffic citation, making street interrogations, carrying out patrol observation, making reports, and many other functions performed on the beat. Field instruction allows the new officer to associate his classroom instruction with the actual work in the field. We feel that the combined method of 6 hours in the field and 4 hours in class daily is superior to either field instruction alone or 8 hours a day spent in the classroom. (The normal working day is 8 hours and recruits must put in a total of 10 hours a day during the training period.)

The classroom study consists of instruction in approximately 40 basic police subjects which are standard to most law enforcement agencies. Classes are conducted 4 hours a day, 5 days a week for a total of 12 weeks. Each new officer receives approximately 240 hours of classroom instruction and 360 hours of field training, a total of 600 hours of instruction.

### ***Junior College Program***

This training program is an accredited junior college academic program, with the regular instructors being certificated teachers under the junior college program.

Before the San Diego Junior College would recognize and accredit the training program, it had to be brought up to the college standards in curriculum, teachers, and methods of instruction. The curriculum of the police training program met these requirements except for some slight changes in grouping of subjects. The teaching staff, consisting of police officers, had already received teacher training and their teaching credentials.

In setting up this junior college affiliation, we learned that student police officers could work toward an associate in arts degree with a police science major, providing they attended other college classes that comprised the rest of the police



***Firearms training.***



science curriculum. These additional subjects which are recommended for this degree work consist of related subjects such as political science, psychology, English, chemistry, and the like. When our course was amended to meet these standards, the Junior College Credits Committee and the Board of Education reviewed the entire program and gave their approval.

This program is not a preservice training program. The student must be a regular officer of this police department or a member of a law enforcement agency in this county. Should the administrators of law enforcement in this area so desire, however, the program could easily be adopted into the regular junior college on-campus program for full-time junior college students. Graduates of this school would provide police administrators with men who have had the same police training as new police officers are receiving at the present time and thus this school would relieve police departments of some of the burden of training new officers on department time. It would also provide police departments with a source of manpower from which to recruit new officers.

### ***Instructor Personnel***

The police academy operates with 2 full-time instructors and 20 part-time instructors, most of whom are police officers. The part-time instructors, specialists in their fields, generally teach only one subject and some are temporary and teach only once. This allows for a screening of prospective instructors and in addition gives them valuable experience. Other part-time instructors are permanent and have been teaching for several years. An instructor does not reach more or less permanent status unless he has proven a good instructor and has the necessary interest and ability. Instructors who teach permanently must also receive their teacher training and be certified to teach by the San Diego Junior College. Most of our instructors are in this group, and very few temporary instructors are used in connection with the training in the academy.

In addition to using officers from our own department as teachers, valuable instruction has been supplied by the FBI, city prosecutor's office, judges of the municipal court, etc. All officers of this department who are graduates of the FBI National Academy are included on the teaching staff.

### ***Countywide***

Making our school available to men from other law enforcement agencies in the county is possible without placing any additional burden on the school. We have to maintain a permanent school and teaching staff and the classroom can easily accommodate additional students.

This mixture of officers from various police departments in the classroom has had beneficial secondary results in that the student-officers become better acquainted with one another, thus maintaining a closer feeling of understanding and co-operation.

Insofar as the field training is concerned, the other law enforcement agencies undertake this phase of the training themselves, participating only in the daily 4-hour classroom instruction.

The graduation ceremonies are conducted for all student-officers at the same time with the chiefs of police from departments having officers in school being present to award graduation certificates to their officers. These ceremonies are frequently concluded by a dinner or dance in the clubhouse at the pistol range.

### ***Use of Printed Pamphlets***

At first we found that the taking of adequate lecture notes created quite a problem. Some students spent so much time taking notes that they missed much of the class lecture. Some other students did not take sufficient notes to enable them to later review the material satisfactorily.

We found that the solution to this problem is the use of the printed pamphlet. Several years ago we conducted an in-service school in which two Special Agents of the FBI were the instructors. At this time these agents made use of what they referred to as "magic outlines." These "magic outlines" consisted of mimeographed pages on the subject in which they were instructing. The main points of the lecture were printed and extra space left, enabling the student to make notes. This struck us as the ideal way to insure that each student would take adequate notes. It was realized that under this system the notebooks would be more closely alike in content than if the students were left to their own devices. Therefore, we began to use this system.

To prepare these pamphlets we require each instructor to submit a skeleton outline on his subject. Later this outline is enlarged upon by add-



ing more and more main points of the lecture. If, for example, a law or statute is to be referred to, it is printed in the pamphlet for reference and study instead of having the student take the time to copy it. In time, an acceptable comprehensive written outline on almost every subject taught has been prepared and printed. We find this preparation of an outline by the instructor helps prepare him to lecture on his subject and is especially good for new instructors. It prevents "rambling" and allows the instructor to present his lectures in a more logical pattern for better retention and understanding by the student. Also, the instructor is required to review his outline from class to class for possible improvements and revisions.

The preparation of these pamphlets started several years ago and is a continuing project today with new subjects being added to the curriculum and other subjects being improved upon. We are also indebted to many sources for information used to prepare these pamphlets. In addition to making use of his own knowledge and experience, each instructor uses reference material which may come from many other law enforcement agencies.

### ***Self-study Programs***

It is recognized that there is more to learn in the field of law enforcement than can be taught in any department-conducted training school or college. Therefore, Chief Jansen adopted a program designed to encourage officers to study by giving written examinations in conjunction with their periodic pay increases.



***Laboratory instruction.***

Every officer below the rank of first-class patrolman is granted periodic pay increases which extend over a period of 3 years. These pay increases hinge upon the officer's having a satisfactory work performance record in the field and also upon whether he passes a written examination. The first examination grade is based upon the new officer's final grade in school. The second examination at the end of a year after date of employment consists of a typing test of 25 words a minute to allow for greater proficiency in typing reports. Examinations thereafter are based upon the subjects of California criminal law, manual of rules and regulations, San Diego city municipal code, and California vehicle code, together with general police procedures.

### ***Conclusion***

While not a part of the formal classroom training, the fact that we have a 1-year probationary period is of the utmost importance in screening new officers. The use of 1-year probationary periods is not general in municipal departments but most administrators are aware of the need for it. Also, as part of training during the officer's first year of employment monthly reports are prepared by the new officer's supervisors showing his progress, faults, an evaluation of his probable success, and a recommendation for or against his retention on a permanent basis. Reports are also secured from senior officers with whom the recruit has been working.

We feel that all of the factors mentioned in this article are important in the training of police officers and that each one feature must augment the other for successful police training.



### **PRINTING EXTRA FINGERS**

When a subject has more than 10 fingers, as occasionally happens, and the time comes to fingerprint him, the thumbs and the four fingers next to them should be printed in the usual spaces on the card. The other fingers should be printed on the reverse side of the card with a notation that they are extra fingers. This procedure is followed because when such an individual has an intentional amputation performed, it is invariably the extra finger on the little-finger side which is amputated.



## OTHER TOPICS

# ***Radar for Traffic Enforcement in Pasadena, Calif.***

*by* CHIEF CLARENCE H. MORRIS, *Pasadena, Calif., Police Department*

Early in 1954 it was proposed by the police department of the city of Pasadena that an electromatic radar speed meter be acquired by the police department for use by the traffic analyst for a realistic upgrading of the speed limits throughout the city.

The meter was acquired in the latter part of 1954 and immediately put into operation. As a result, limits were raised on two or three streets.

The raising of the speed limits did not increase the speed. As a matter of fact, in many areas there was a tendency for the speed to decrease slightly.

In the year 1955 we suffered one of the worst accident and fatality records in the history of the city of Pasadena. Late in 1955, we determined that drastic measures were necessary to curb these collisions. In order to do this we decided, in the face of much opposition from pressure groups, that radar might be one of the means to this end. In April of 1956, under the direction of the traffic analyst, radar was put into use as a speed enforcement measure.

During the month of April, no citations were written and this period was strictly a warning interval. A total of 2,600 warnings were given throughout the month. A few citations were

given for other violations found as a result of stopping the vehicle, such as faulty registration, driver's license and equipment. During this period, the tapes taken from the graphic recorder, a permanent record of speeds, were used to determine the need for upgrading speed limits on streets where it was felt the existing limit was too low.

The program of increasing speed limits is continuous. The traffic analyst studies the tapes from a day's enforcement effort. Any great discrepancy in the speeds and the existing limit is a signal to study the location, bearing in mind a need for a speed increase. From the recorder tapes are recorded the "median speed," the rate at which or below which 50 percent of the vehicles travel; the "average speed," the arithmetical average of all speeds recorded; and the "85 percentile" speed, the speed at or below which 85 percent of the vehicles recorded travel. Also taken into consideration are the physical factors which would govern a speed change, and collision history of the street where a change in speed limit is proposed. If all the factors are favorable, it is recommended to the city board of directors that the limit be increased to the "85 percentile" figure or as near to it as possible under the terms of the State Vehicle Code.



*Radar car and motorcycle team.*



In the month of May 1956, the enforcement program began in earnest. Three men, two regular officers and one relief, were trained to operate the equipment. The equipment operates continuously from 6:30 a. m. until 9 p. m. and at other periods if warranted. In operation the vehicle parks parallel with traffic, the transmitter and receiver mounted in the rear of the unit pointed toward on-coming traffic. Two motorcycle officers are assigned to work with the unit in addition to the radar operator. The operator sits in the vehicle and observes traffic approaching from the rear. The two motorcycles are stationed immediately in front of the unit. If a violation is noted, the motorcycle officer is informed by means of a public address system mounted at the front of the vehicle and he immediately pursues and stops the violator.

Each month since the program started there has been an indication of its value. Despite an increase of over 11 percent in traffic volumes throughout the city, which was determined by traffic counts at 35 major intersections, little increase was recorded in property damage collisions and slight decreases were made in injury collisions, with no fatalities until September. This condition is exactly opposite to the National and State experience. In September the radar program began to show its value. During this month there were no increase in property damage accidents over the previous September, a 33 percent reduction in injury accidents, and a 50 percent reduction in fatal accidents. The one fatality occurring was freak-



*Interior of radar car.*

ish in nature and speed was not the contributing factor as in the two fatalities the previous year.

Since actual enforcement using radar began, over 4,000 citations for speed have been written. Of these 4,000, 12 have pleaded not guilty, asking for either a court or jury trial. Of these 12 convictions, 10 were with penalty and 2 were with penalty suspended.

Radar has proven itself as a means to an end. It is not the answer to all problems confronting the enforcement officer; however, it is taking its place with such equipment as the polygraph and drunkometer. The Pasadena Police Department was one of the first in Southern California to recognize the value of radar. However, it is becoming more popular and will eventually supplement the programs of many departments in this area.

The greatest danger in connection with the use of radar is its acquisition by some departments which attempt to maintain unrealistic limits and to use the equipment merely as a revenue collector or, as mentioned by one defendant in a recent radar trial, an "electronic cash register." State control of the use of the equipment is not only desirable but necessary as the use of the speed meter becomes more popular. California does not have absolute speed limits, but all limits are "prima facie" and the element of danger and negligence must be indicated in each citation. This should remain so and should be the determining factor in the use of the radar speed meter.



*Chief Clarence H. Morris.*



## ARSON SEMINAR SCHEDULED

Prof. Shelby Gallien, director of Purdue University's Public Safety Institute, has announced that the 13th annual International Arson Investigators' Seminar will be held at Purdue University, April 29-May 3, 1957. This training program is conducted by the Public Safety Institute of Purdue University, with the cooperation of the International Association of Arson Investigators and many other interested national and State agencies.

According to Professor Gallien, the seminar will "provide the Nation's most outstanding lectures on the subject of arson. There will be training for the new enrollee, advanced investigative techniques, review of latest laboratory aids and specific training that will lead to more effective detection, apprehension, prosecution, and conviction of the arsonist."

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



## UNLAWFUL FLIGHT STATUTE INCLUDES ARSON

Effective on May 6, 1956, the Fugitive Felon Act was amended to broaden the FBI's jurisdiction under the unlawful flight statute to include individuals who flee interstate with the intention of avoiding prosecution, custody, or confinement after conviction for the offense of *arson* where such offense is punishable as a felony.

This new legislation will enable the FBI to afford additional cooperation to State investigative, prosecutive, and custodial officials, and should be of special interest to all local fire marshals or other State officials engaged in the investigation of arson.



## Transceiver Nets Deceiver

The use of the speedphoto transceiver, plus rapid work on the part of FBI Identification Division employees, recently prevented a notorious confidence man from being released on bail. The Ohio police department where the man was being held telephonically contacted the Identification Divi-

sion just prior to transmitting the fingerprint, explaining that the person in custody was being held for investigation of larceny by trick while posing as a Protestant minister and a Catholic missionary. The officer who called cited the urgency of the matter in view of the probability of the suspect's release on bail.

Arrangements were made speedily for receiving the transmission over a closed telephone circuit. While an employee was developing the photograph, another was busy in the name indices searching aliases with similar fingerprint classifications. Fingerprint jackets on the "possible" identifications by name and classification were compared with the photograph of the right ring finger of the suspected criminal.

An identification was made with the jacket of a man whose arrest record extended back to 1935. He had served prison terms in California and in Michigan.

Within an hour of the time the local officer made the telephone call to Washington, his police department was apprised of the identity and criminal record of the man they were holding.

## THE SCIENCE OF FINGERPRINTS

The Government Printing Office now has a supply of the new booklet entitled "The Science of Fingerprints." This booklet prepared by the FBI, is a revised and greatly expanded version of the earlier booklet, *Classification of Fingerprints*.

The new booklet is restricted in distribution to regular employees of duly authorized municipal, county, and State law enforcement agencies and employees of agencies of the Federal Government engaged in law enforcement work. Copies may be purchased from the Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C., for 60 cents each. Requests should be sent on the letterhead of the law-enforcement agency involved. Remittances should be enclosed, and checks or money orders should be payable to the Superintendent of Documents. Remittances should not be sent to the FBI. Budgetary limitations make it impossible for the FBI to make wholesale distribution of this booklet free of charge.

Although now out of print, the old booklet, *Classification of Fingerprints*, will continue to be a valuable handbook for identification employees who will find continued use for those copies still in existence.



# WANTED BY THE FBI

**WINSTON MARION REYNOLDS, with aliases:**  
**C. W. Harris, Raymond Reynolds, Winston M. Reynold**

## Bail Jumper

On September 27, 1954, Winston Marion Reynolds was convicted in United States District Court, Tallahassee, Fla., for violation of internal revenue laws in connection with his failure to purchase a Federal gambling tax stamp while operating a lottery. He was sentenced on the same date to serve 7 years and pay a \$12,500 fine. The United States Circuit Court of Appeals, New Orleans, La., allowed him to post \$15,000 bond pending appeal.

On January 6, 1956, Reynolds' bond was ordered forfeited and a writ was issued for his immediate arrest. On February 7, 1956, a complaint was filed before a United States Commissioner at Tallahassee, Fla., charging Reynolds with violation of the Bail Jumper Statute after he failed to appear for the purpose of serving the sentence imposed by the United States District Court for the Northern District of Florida.

## Caution

Reynolds reportedly is in possession of a .38 caliber snub-nosed revolver and he should be considered dangerous. He has been convicted for violation of the internal revenue laws and grand larceny.

## Remarks

Reynolds reportedly is an avid gambler, has a habit of calling male friends "good buddy," and

seldom wears a hat. In the past, Reynolds has operated a taxi neon-sign business.

## Description

Winston Marion Reynolds is described as follows:

Age	45, born October 19, 1911, Jemison, Ala.								
Height	5 feet, 8 inches.								
Weight	190 to 215 pounds.								
Build	Stocky.								
Hair	Light brown, curly.								
Eyes	Blue.								
Complexion	Ruddy.								
Race	White.								
Nationality	American.								
Scars and marks	Small moles right cheek and neck; tattoo nude woman and "L. M. S." left forearm; tattoo heart, arrow, and "LOVE" right forearm, 4-inch operation scar right side of abdomen.								
FBI No.	192, 350.								
Fingerprint classification	<table border="0"> <tr> <td>M</td><td>31</td><td>W</td><td>III</td></tr> <tr> <td>I</td><td>32</td><td>W</td><td>OII 19</td></tr> </table>	M	31	W	III	I	32	W	OII 19
M	31	W	III						
I	32	W	OII 19						

## Possible Companion

Reynolds may be accompanied by Maizie Jean Lambert, subject of FBI Identification Order No. 2959, who is also being sought as a bail jumper.



**Maizie Jean Lambert.**



**Winston Marion Reynolds.**



She is 28 years old, weighs between 117 and 130 pounds, is 5 feet 4 inches tall, of medium build, and has dark brown hair and brown eyes. A complaint was filed before United States Commissioner at Tallahassee, Fla., on April 6, 1956, charging Lambert with violation of the Bail Jumper Statute, after she failed to appear for trial on Internal Revenue charges in the United States District Court, Northern District of Florida.

### **Notify FBI**

Any person having information which may assist in locating these fugitives is requested to notify immediately the Director of the FBI, Washington 25, D. C., or the nearest FBI field office.

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### **"Long-Hair Photograph"**

The following account of a murder case investigated by a local police department shows that photographs may be of inestimable value in prosecuting criminals as well as in locating them.

A bartender was shot and killed in an attempted robbery. The investigating officers learned from witnesses that the gunman was a young man with unusually long black hair. A latent fingerprint found on a bar glass handled by the killer was developed and was determined to belong to a young man answering the general description given by the witnesses, that of a good-looking young man with long, dark hair. Photographs of this young man were shown to the witnesses, and they all tentatively identified him as the gunman.

When local officers learned that their subject had fled the State, they enlisted the assistance of the FBI, under the unlawful-flight statutes. After the subject was apprehended by FBI Agents and local officers, Federal process was dismissed and he was turned over to local authorities for prosecution.

At the trial, the subject appeared in conservative clothes, sporting a short haircut. As the witnesses were called, they all testified that the subject resembled the murderer, but they could not identify him as the murderer because the killer had had long black hair and this man did not. In an attempt to prove that he could not have been the long-haired murderer, several close friends of the subject testified that he had worn his hair

in a crewcut during the entire year in which the murder had occurred, as well as the preceding year.

An FBI Agent, who was called to testify as a witness, produced a picture of the subject which he had uncovered in his investigation. The picture, obtained from a motor company where the subject had applied for a job, had been taken a short time before the murder. In the photograph, the subject's hair was long, in contradiction to the testimony of the "friendly witnesses." The Agent testified that the subject, when arrested, had been shown the picture and had readily admitted it was his. The subject was found guilty of first-degree murder and was sentenced to life imprisonment.

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### **Blue Suede Shoes**

A young bank robber's penchant for "sporty" clothes led to his downfall. He embarked on his bank robbing venture by entering a savings and loan association clad in light yellow slacks with big pockets, a gray sport shirt trimmed in blue, and blue suede shoes. In a matter of a few minutes he had obtained \$4,598 of the institution's money and had departed, but not before the employees had had an opportunity to view his sporty attire and to pay particular attention to his shoes, which "clicked" when he walked.

Neighborhood investigation revealed that shortly before the robbery, a young man had stopped at a nearby shoe repair shop to have metal heel "clickers" placed on his shoes. The proprietor remembered that this customer had been wearing rather distinctive blue suede shoes. The additional descriptive data he supplied tallied with that given by the savings and loan employees, giving the investigators a clear picture of the person for whom they were searching.

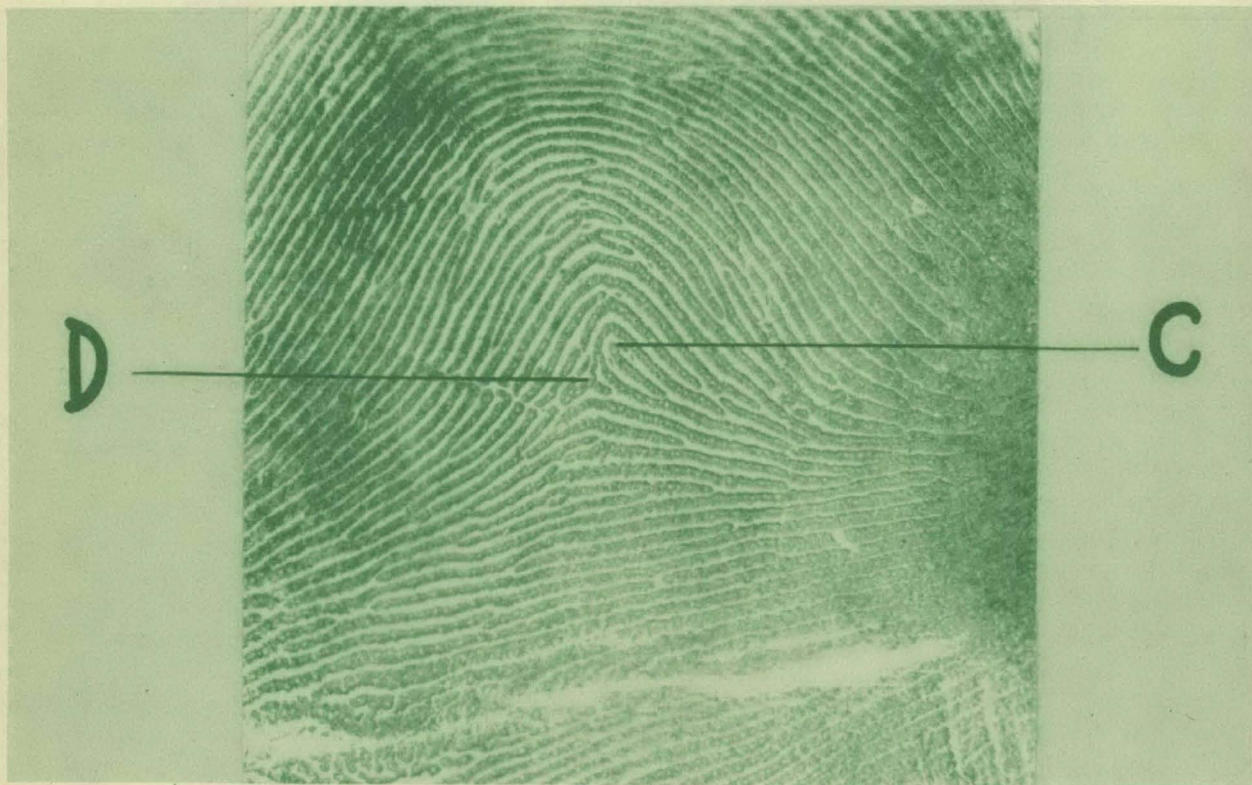
Inquiries revealed the name of a person who answered the description. When this man was located and questioned, he readily agreed to let investigators search his home. Although he had denied possessing a gun, one fitting the description given by the robbery victims was found in a dresser in his home. Over \$3,000 in cash was found in a milk carton hidden in a trunk. Investigators were also interested in an item they found under a bed—a pair of blue suede shoes complete with new heel "clickers."

The suspect admitted his guilt and subsequently received a 25-year sentence.



Superintendent  
State Police  
Salem, Oregon

## *Questionable Pattern*



The pattern shown here is classified as a loop with one ridge count. The delta is found at point D and the core at point C. The pattern is referenced to a tented arch.