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

December 1, 1958

TO ALL LAW ENFORCEMENT OFFICIALS:

The hate-mongers involved in the recent violent bombings and threatened attacks on religious and educational institutions are making a double mockery of the American tradition--"the land of the free and the home of the brave." The grave danger in these acts of terrorism lies in the fact that they are spawned in blind hatred. Only the extreme "lunatic fringe" of our population could perpetrate or encourage such crimes. Already these frenzied outrages have erupted in various localities in the country. Certainly, no community is immune from attack.

Just as experience proves that crime is a local problem, so this present threat can be most effectively diagnosed and combated on the local level. Citizens in every city, county, and state rightly look to their local law enforcement agency for protection against real or threatened violence. That is the primary duty of duly constituted local police authority--the first line of defense against criminal acts.

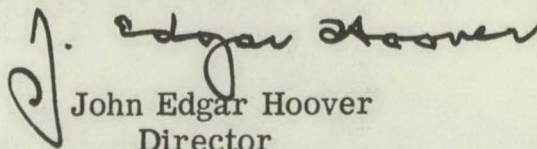
As a cooperative measure with local law authorities in meeting this present challenge, the FBI is conducting during the months of November and December special conferences throughout the United States, Puerto Rico, and Hawaii. These meetings are designed to outline and offer to state and local law enforcement officials the cooperative services of the FBI, including the Laboratory and fingerprint facilities, dissemination of information of possible value in solving these crimes, and nationwide assistance in handling out-of-state investigative leads in these cases.

There is, however, no more powerful weapon against hatred and bigotry than overwhelming public indignation--embracing all creeds and races--against those individuals who by their vile deeds would desecrate our way of life. It is indeed logical and essential that every decent citizen who enjoys the benefits of our American heritage cooperate wholeheartedly with duly constituted authorities in order to remove such dangerous terrorists from society.

In our time and in our Nation there can be no place for mob violence to settle issues, no room for fanatics who favor bombs over ballots,

no toleration for terrorism against any group of citizens. The positive response of an aroused citizenry and the cooperative effort of the Nation's law enforcement profession can deal justice to these criminal bigots and eradicate the shame they have cast on our land.

Very truly yours,

 J. Edgar Hoover

John Edgar Hoover
Director



FEATURE ARTICLE

North Carolina's primary law enforcement organization is the 581-man State Highway Patrol with duties, as directed by statute, largely confined to regular patrols of the highways and the enforcement of the State motor vehicle laws for the protection of life and property on the highways.

It was created by the North Carolina General Assembly in the spring of 1929 to meet an ever-growing problem of traffic control and the need for a statewide law enforcement agency. The first commanding officer held a captain's rank and was assisted by 9 lieutenants who in turn supervised the enforcement activities of 27 patrolmen. As directed by the lawmakers, troopers on July 1, 1929, began to conduct regular patrols of the highways in all 100 counties of the State. Originally the highway patrol was under the direction of the State Highway Commission which governed its administration and policies until 1931. In that year the patrol was transferred to the Department of Revenue, and, simultaneously, legislative action increased the numerical strength to 67 officers and men. Twelve of the initial group of troopers were promoted to sergeant and 12 of the others were promoted to corporal.

During the legislative session of 1941, the patrol was again transferred to a new jurisdiction and became one of the larger divisions of the newly created Department of Motor Vehicles. Subsequent increases in manpower in 1947, 1951, 1955, and 1956 brought the highway patrol up to its present authorized strength, one of the Nation's largest.

The early-day patrolman was governed by a book of regulations, set forth by the State Highway Commission. Astride a motorcycle and earning a beginning salary of \$1,800 a year, he was admonished "that inclement weather will not be considered an excuse for failure to comply with regulations. Inasmuch as the primary function of the patrol is 'road patrol,' bad hills, curves, and approaches to grade crossings and bridges should be guarded and motorists warned of the

Police Traffic Supervision in North Carolina

by COL. JAMES R. SMITH, *Commanding Officer,
North Carolina State Highway Patrol*

danger which lurks ahead. There is only one interpretation of this rule and failure to comply will result in disciplinary action."

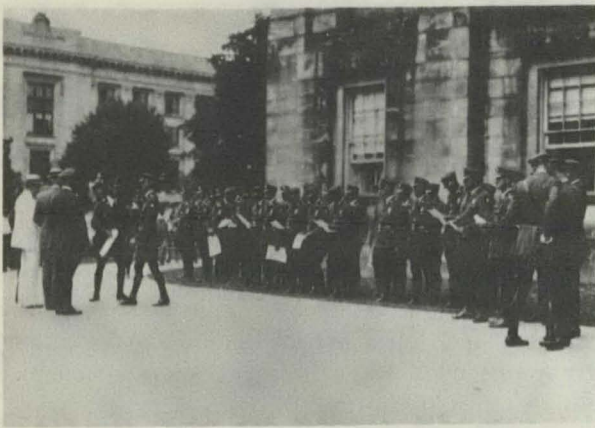
Organization

Today the highway patrol is made up of 581 uniformed troopers, 65 radio technicians and dispatchers, 39 automobile mechanics, and 20 civilian clerks, for a total of 705 persons. Their duties, although much more scientific, are just as realistic as in the early days of the patrol's organization.

Command of the present patrol is directed from the year-old, \$125-million Motor Vehicle Building in suburban Raleigh. Patrol headquarters staff consists of a colonel in command with 3 subordinates directing the patrol's 3 divisions. These

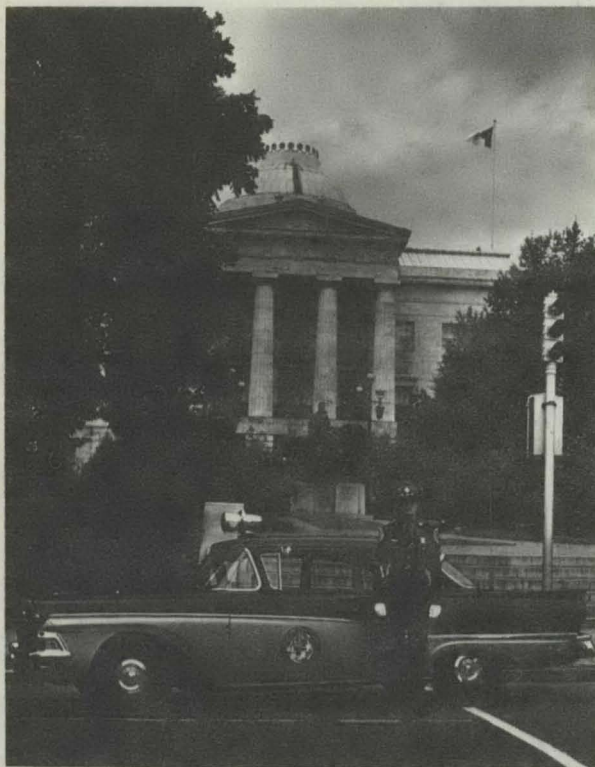


Col. James R. Smith.



Original 37-man Patrol in 1929 before State Capitol in Raleigh, N. C.

units, each commanded by a major, are the enforcement division, the highway safety division, and the transportation and communications division. Also attached to headquarters are a supply sergeant, a technical sergeant, and a first sergeant. In the field are five troops, each commanded by a captain and assisted by an executive officer with a lieutenant's rank. Five other first sergeants are attached to each troop headquarters and 30 line



State Trooper and patrol car, 1958 model, before State Capitol.

sergeants are in charge of as many districts. Thirty corporals, in turn, act as assistants to the district sergeant, leaving 499 patrolmen available for road duty. These 499 troopers are stationed in 290 strategically located substations throughout the State in the 30 patrol districts.

Although, according to national authority, the highway patrol is still regarded as undermanned, its effectiveness and efficiency have been ably demonstrated, especially within the past few years. Hampered somewhat by a relatively conservative budget, the highway patrol through its scientific application of enforcement procedures has been largely responsible for the State's reduced traffic death toll, currently the lowest in North Carolina motoring history. It continues to attract personnel of the highest type to fill the ranks whenever vacancies occur. Additionally, the highway patrol has for 2 consecutive years, 1956 and 1957, received the Nation's top award for police traffic supervision—the "Outstanding Achievement" plaque, presented annually by the famed International Association of Chiefs of Police. The patrol won an award for the first time, a certificate of achievement, for 1954 and won the same award again for 1955. The advancement reflects substantial progress for 4 consecutive years, paralleled by a successive reduction each year in the number of traffic deaths on our highways.

Training Program

The highway patrol is especially proud of its recruiting and training program, which is conducted annually in cooperation with the Institute of Government of the University of North Carolina. Young men seeking careers with the highway patrol are initially screened by district sergeants after having met certain specific preliminary requirements. The basic requirements seek to dissuade all but the ideally suited for patrol work and include minimum and maximum age limits (21 to 30), minimum height and weight classifications, high school education, unblemished personal history and the ability to pass satisfactorily mental and physical examinations of rather high standards.

Applicants surviving these and other preliminary hurdles, which include a personal interview by a board of patrol officers, are subsequently sworn in, put on salary basis, and assigned to a minimum of 30 days' preschool field training with

an experienced patrolman. Following this probationary period, the fledgling trooper is sent to a 12-week patrol basic training school at the Institute of Government, as mentioned. Here the "rookie" patrolman begins a phase of his career designed to put the final polish on his law enforcement career. He studies, on a dawn-to-dusk schedule, a variety of standard police subjects. An aspiring trooper is required to complete successfully 1,000 hours of both classroom and field instruction in the 5 months' training. The instructors include patrol officers, specialists in technical subjects, and instructors of the Institute of Government.

The officers, noncommissioned officers, and patrolmen are required to attend the annual in-service patrol training school at Chapel Hill, N. C., for a minimum of 30 hours' retraining each year. Additionally, the officers and noncoms are sent periodically to the FBI National Academy at Washington, D. C., the Traffic Institute of Northwestern University at Evanston, Ill., and the Southern Police Institute of the University of Louisville at Louisville, Ky.

What is believed to be the first college-level, basic driver education course ever incorporated into police-type training as a regular part of the curriculum is also a requisite of the recruit training program. The first half of the course consists of 60 hours of classroom and behind-the-wheel instruction during the first week. The last 2 weeks of the 12-week training period are devoted to at least another 60 hours of police pursuit driving. This particular type of training was developed several years ago and has produced a substantial reduction in the number and severity of accidents involving patrol cars. Additionally, the training has resulted in lower maintenance and operating costs for the entire patrol fleet of approximately 600 vehicles.

The graduated trooper is assigned equipment (uniform and accessories, pistol and automobile) and is transferred to a permanent duty station, which, if possible, is somewhere near his home county. Still another phase is to follow, however, before the trooper achieves a fully qualified status. That is a 30-day postschool field training period, again with an experienced trooper working in the area to which the graduate is assigned.

Finally at work, the trooper takes up a regular assigned daily patrol to which he devotes a minimum of 8 hours of duty. His and his fellow offi-

cers' activities are governed largely by the patrol's selective enforcement policy which regulates the number of troopers and the hours they work to specific locations in any part of the State and gives particular attention to the hazardous moving traffic violations which are shown by the records to be the major causes of vehicle accidents. The enforcement policy is simple, fair, and impartial. The trooper is required to make arrests in all cases where the violation is definite, clear-cut and substantial. He is instructed not to make an arrest if these conditions for making arrests are not present.

Substantially, the North Carolina State trooper is "on duty" for 6 days per week. Any overtime work is compensated for by allowing him a like amount of additional time off. Eighteen days' vacation is granted annually, the vacation time being accumulative up to 30 days. Twelve days of annual sick leave are granted, and this sick leave is accumulative from year to year. In the event that a patrolman is injured while on duty, he receives his full salary for the first year of any such disabling injury, and half salary for the second year. He also receives the benefits of workmen's compensation insurance. Additionally, he is granted time off for 9 legal holidays each year, to be taken on days other than the holiday. An actuarially sound State retirement system will permit a patrolman to retire on a lifetime pension when he is 50 years old and has at least 20 years of creditable service.

Assignments and Duties

In keeping with the broadest concept of an efficient selective enforcement program within which the patrol is operating, it was determined that the strategic assignment of patrolmen to substations was of primary importance. Subsequently, a formula was prepared for the equitable distribution of the troopers in each of the 100 counties of the State. This formula for such distribution is based on the number of miles of highways, the incidence of fatal accidents during a 5-year period, the number of registered vehicles, and the population of each of the 100 counties of the State. Based on these criteria, taking into consideration all other unusual circumstances which would be of particular concern in either of the counties, the ratio of patrolmen to be assigned to each particular county was determined. The pro rata number

of 499 patrolmen were assigned to the 290 substations located in the 100 counties of the State. A minimum of at least 1 patrolman is assigned to a county, and the personnel assignment ranges up to 25 troopers in some of the counties.

The patrol is subdivided into five troops. Each troop is further divided into districts which are comprised of from one to several counties and are under the supervision of a district sergeant. Each sergeant has, in addition to a corporal, from approximately 12 patrolmen to as many as 23 patrolmen in his patrol district. This system has given splendid results in having the men stationed at the places and in sufficient numbers to be in proper relationship to the proportionate part of the traffic problem as it exists throughout the State. It also helps to prevent improper influences from interfering with the efficient administration and disposition of the total force of 581 officers and men.

A procedural or patrolman's field manual is issued to all officers and patrolmen. This manual is kept up-to-date and contains the written policies of the patrol, the duties of each of the various ranks, and other applicable information as a further aid to assist the patrolmen in doing their work properly. Fair and reasonable, yet firm and positive, personnel and work policies tend to enhance the esprit de corps of the patrol. These policies help to assure that the treatment the public receives from the men will be fair and reasonable, but firm and impartial. I believe it can be safely said that the morale of the troopers, and the quantity and quality of their work, have never been better.

One of the very important duties of our patrolmen is to regularly inspect the approximately 8,000 school buses for mechanical defects and the school-bus routes for any existing traffic hazards in each of the school months. Their efficiency in this respect has contributed substantially to the progress which has been made in the overall traffic safety program. Lectures on safe driving are constantly given to the approximately 10,000 student school-bus drivers at periodic meetings by our patrolmen. The exceptionally good safety record of the world's largest school-bus fleet has been officially recognized and merited.

The patrolmen also follow this same type of operation with the commercial bus and truck fleets operating in the State.

Another phase of operation is the participation of patrolmen as lecturers in the 35 driver improve-

ment schools organized and operated jointly by 3 of the divisions of the Department of Motor Vehicles: The highway patrol, driver license division, and the driver improvement division.

All of our patrolmen cooperate very closely with the newspapers, make frequent appearances before television audiences, and give safety talks over the commercial radio systems.

Unmarked Cars

Patrolmen drive late-model patrol interceptors, factory-equipped with heavy duty running gear, power brakes, and springs. Since 1954 safety-seat-belt installations are standard in all patrol vehicles. All current vehicle models are further safety equipped with padded instrument panels, recessed steering wheels, and improved door latches. These cars are replaced yearly with new models.

With respect to the controversy over marked versus unmarked police vehicles, the highway patrol is given statutory permission to use unmarked patrol cars up to 21 percent of the entire fleet. Prior to 1957, none of the patrol cruisers were permitted to be operated in "civilian" type colors. However, the legislature in the early part of its 1957 session corrected that point but put a definite ceiling on the number of plain cars. Having a majority of the patrol-car fleet as distinctively marked cars is an absolute necessity in order that the public might be aware that the highways are being patrolled.

Of equal importance, however, is the psychological effect of using a substantial number of unmarked cars when the public is fully informed that they are being used. The unmarked cars are also of great value in apprehending criminals, deliberate traffic violators who take chances in driving when they do not see a marked patrol car, and for use in apprehending racers speeding on the highways.

Prior to the legislation change no unmarked patrol cars were permitted to be operated by patrol personnel. A serious outbreak of illegal highway racing, including several disastrous and fatal accidents, during the year preceding the amendment was primarily responsible for returning a certain number of plain cars to service. This policy, as a matter of fact, has been advocated by the highway patrol for many years. Currently the fleet is made up of about 120 vehicles painted various shades of blue, green, black, and

several other colors and combinations. They appear on routine patrol bearing no police insignia, no outwardly visible red lights or whip-type radio antenna.

Concomitant with the use of unmarked cars, the State Highway Commission, acting under new legislation, erected distinctive warning signs at frequent intervals over the entire highway system bearing the legend "Unmarked Police Cars Patrolling."

Radar

Detecting and apprehending the flagrant speeder—the leading cause of all fatal North Carolina highway mishaps—have been facilitated remarkably since 1954 through the use of radar and electric timing devices. The State Highway Commission has also erected warning signs on all highways indicating "speed electrically timed" as a fair warning to motorists that their speed is being watched. And surprisingly, perhaps, the devices serve to prod the excessively slow driver who disrupts the normal flow of traffic. Both conditions command equal attention from the highway patrol and the effectiveness of such enforcement is verified by engineering surveys.

A State Highway Commission report, for example, dated in October of 1957, shows the average speed of all vehicles traveling North Carolina roads was 49.3 miles per hour. Further, the report indicated that only 3 percent of the passenger cars checked were going over 60 miles per hour, the State's maximum speed limit on certain designated highways. Simultaneously, the survey noted that only 10 percent of the vehicles checked were moving slower than 40 miles an hour as compared to an earlier survey which showed over 15 percent. Almost all of the slower-moving vehicles were school buses (approximately 8,000) which are mechanically governed and limited by statute to 35 miles per hour maximum speed. Thus the special enforcement techniques employed equally against the speeder and the "slowpoke" have resulted in the more uniform, orderly, and safe movement of traffic.

Use of Cameras

Another device not generally thought of as an enforcement tool is the Markel traffic camera, a versatile instrument mounted inside a patrol car which allows the patrolman to photograph actual

traffic violations as they occur, as well as instances of exceptionally good driving encountered by him while on patrol. Several Markel cameras are in current use by the highway patrol and are shifted periodically over the State. Secured through a lease arrangement with Markel, Inc., in 1955, the cameras are mounted so as to "shoot" through the windshield of cruising patrol cars. An optical arrangement within the camera permits an image of the speedometer, a clock, and a slot for the date to appear on each negative as it is exposed. The cameras employ 100-foot rolls of 35 mm. film which may be exposed machinegun fashion by a button. Examination of successive negatives, of course, shows authorities the manner in which the suspect vehicle was being driven, the time of day, weather and highway conditions, and the speed.

The Markel cameras are used extensively by Markel engineers in their work with clients. The organization is the Nation's largest truck and bus insurer. Application of the cameras to police work is believed to have been undertaken first by the North Carolina State Highway Patrol. In addition to establishing a graphic portrayal of "bad" driving, the cameras are currently being employed to reward "good" drivers.

In a plan originated by a patrol district sergeant, troopers follow obviously safe and considerate drivers for some distance, snapping several pictures as they go. Subsequently, the vehicle is identified and a letter of congratulations, together with a copy of the picture, is mailed to the registered owner. In effect the communication acknowledges the safe manner in



Trooper with electronic speed watch.

which the car in question was being driven and thanks the owner and/or driver for his conscious effort to make the highways safer.

Techniques

In the apprehension of dangerous drivers or criminals fleeing from the scene of a highway robbery or bank robbery, the patrol has found that the use of roadblocks is very effective. The use of roadblocks takes two forms: (1) Stationary and (2) moving.

In the case of the stationary roadblock the patrol cars are arranged so that the road is completely blocked and the troopers are required to stand on the road nearby to observe traffic and protect innocent drivers from danger. These stationary roadblocks are, of course, established at strategic locations on the highway with the view to the safety of motorists in mind as well as an effective location to stop the wanted vehicle.

The mobile or moving roadblock is accomplished by 1 patrol car pursuing the wanted car and radioing for approximately 3 additional patrol cars to join it in the pursuit. One patrol car remains directly behind the pursued vehicle while the second and third patrol cars pull in on the left and right side of the wanted vehicle and the fourth (and sometimes a fifth patrol car) moves into position immediately ahead of the wanted car. Of course, all this is accomplished while the vehicles are traveling at a fairly high rate of speed.

This technique could not be accomplished without the use of car-to-car radio as well as the car-to-station radio. All the patrol cars of the entire fleet of approximately 600 patrol cars are equipped with this type of radio communication.

The technique used is this: The patrol cars immediately in front of the wanted car reduce speed and continually block the car being pursued, the two patrol cars on the flanks box it in, and the patrol car at the rear completes the encumbering tactics. This method has proved to be both reasonably safe and very effective when done with intelligence and skill. The results of the Police Pursuit Driver Training given all patrolmen is appreciated by the patrolman in a maneuver such as this. While this action may sound exceedingly dangerous, it is a relatively

safe maneuver if done by skilled and well-trained drivers.

Recently the patrol acquired a tandem-controlled observation plane which can be used very effectively in coordination with the stationary and mobile-type roadblock.

Communications

Good communications are the eyes and ears of any efficient operation of a police organization. I believe that the communication system of the patrol is very good, and while we are continually striving to improve its efficiency and studying new ways to improve it, the present system has been developed through the years since 1937. Our communication system is comprised of 6 main base stations and 4 auxiliary base stations, tied in with several automatic relay stations. We thus have 100 percent effective radio coverage from the 100 counties of the State to the 581 mobile patrol units, to the various municipal police departments, county sheriffs' offices, the State Bureau of Investigation's 25 mobile units, the State prison system and its several mobile units, state civil defense organizations, the various mobile units of the FBI, and the State police and highway patrol organizations of States adjacent to North Carolina.

In addition to the regular broadcast channel, these stations have an additional broadcast channel to communicate with each other directly without interfering with broadcasts to the various mobile police units in the field. The communications system is coordinated at the patrol headquarters station in Raleigh with the national teletype system northward to Richmond, Va., southward to Columbia, S. C., and also the TWX communication system. This network of communications keeps the patrol in constant touch with its own members and the various other law enforcement agencies operating within the State, as well as with those of the other States.

Public Relations

The patrol never underestimates the value of good public relations. At the present time not a single North Carolina newspaper is pursuing a regular editorial campaign of criticism or fault-finding in regard to the patrol's administration, plans, tactics, ethics, or operation. Frankly, this has not

always been true. There are few governmental agencies, especially in police work, not occasionally subject to editorial attack. Still, as far as can be determined, North Carolina's 47 daily and 156 nondaily publications seem solidly convinced that our efforts are substantially effective, ethical, and efficient. Better still, most of them say so in their news columns and editorial pages.

Much the same feeling prevails in the commercial radio broadcasting field and in television.

The Department of Motor Vehicles issues to all bonafide newsmen a press identification card which troopers in the field recognize. Assistance then is offered reporters covering disasters, accidents, and the like. This is a much appreciated gesture, as many news media representatives have said.

A little more than 4 years ago the Governor's Traffic Safety Council was organized with Motor Vehicles Commissioner Edward Scheidt as chairman. Since then the highway patrol has fulfilled an important function in the council's program as one of its largest and most actively engaged participating members. Shortly after the council began work, a speakers' bureau composed of 300 of the State's leading and influential citizens was formed as an integral part of the council. All pledged their support to the highway patrol and backed up this pledge by accepting, without charge, invitations to speak at civic affairs, meetings, and other functions where a traffic safety speaker was desired.

Other members of the Governor's Traffic Council, which includes representatives from all walks of life in North Carolina, furnish organized public support for the State's traffic safety program.

Still another instance of public interest and participation in traffic safety is the number of citizens who appear at the quarterly law enforcement conferences conducted under the auspices of the Department of Motor Vehicles and the Governor's Traffic Safety Council. These conferences are held in the auditoriums of the five patrol troop headquarters buildings in Greenville, Fayetteville, Greensboro, Salisbury, and Asheville. Designed originally to enhance and encourage the effective relationship between State-level enforcement agencies and those on the county and municipal level, the conferences have proved to be eminently successful. Invitations to local enforcement authorities and other citizens who are actively interested in traffic safety are mailed prior to each scheduled conference.

Our experience has shown that a great many civic and community leaders are as vitally interested in effective law enforcement as any of the assembled police officials. The resultant cooperation derived from such conferences, three of which have been held so far this year, cannot be underestimated. In the latest conference this year there was a general discussion of the need for increased enforcement of the driver license laws and how such enforcement could be implemented both in rural areas and in the municipalities. Meeting on successive days at the locations mentioned, several hundred enforcement officials and others heard how cooperation can produce a much more effective drive against drivers who are either not licensed, or driving after the license has expired, or driving while the driver's license is suspended or revoked.

In charge of each of the meetings was the patrol troop captain who acted as host and arranged for the meeting. The quarterly law enforcement conferences have been one of the highway patrol's most ambitious undertakings recently. With the passing of time these conferences will undoubtedly produce a closer liaison and better understanding among all law enforcement officers, on the State, county, municipal, and Federal levels, who are all working for the common good of our citizens.

Research Program

Still another important project in which the highway patrol is participating is the Cornell Automobile Crash-Injury Research program. A pioneer in the study of injury-producing automobile accidents, the North Carolina State Highway Patrol has contributed much research material to the Cornell specialists who approached patrol officials some 5 years ago. As outlined then, investigating troopers at the scene of certain specified types of accidents were to carefully document the mishap, filling out specially devised forms and taking photographs of the scene of the collision, the vehicles involved, and the interior structure of the injury-producing vehicle. The data thus assembled is turned over to analysts at Cornell, headed by John O. Moore, a nationally regarded authority in the field. Recent announcements from Cornell have indicated that many of the subsequent recommendations to manufacturers for safer cars were based on facts contributed by the highway patrol.

The study, now encompassing several States and a number of the larger cities, continues in North Carolina. A distinguished service citation from the Carolina Motor Club, an affiliate of the American Automobile Association, was presented to the North Carolina State Highway Patrol earlier in the year "for its early recognition of, and pioneering activity in, the new field of automotive crash-injury research and for the meritorious achievement of a 4-year survey of automobile accident injury in North Carolina in cooperation with Cornell University Medical College, leading to the incorporation of new types of engineering safety devices in recent model passenger automobiles which have shown a substantial reduction of injury to occupants when these automobiles have been involved in accidents." This presentation was made in Raleigh at a formal luncheon attended by Coleman W. Roberts, president of the Carolina Motor Club; John O. Moore, director of the Automobile Crash-Injury Research project; Highway Patrol officers; Commissioner Edward Scheidt of the Department of Motor Vehicles; and Gov. Luther H. Hodges.

Needless to say, it was very gratifying to know that the participation of the patrol had contributed substantially to the achievement of this great and effective humanitarian undertaking which has undoubtedly resulted in the saving of many lives and reduced the severity of injuries sustained by persons in automobile collisions. Simultaneously with its efforts to prevent the occurrence of automobile accidents, the patrol was also engaged in an equally earnest endeavor to reduce the severity of injuries to persons involved in automobile collisions. The new knowledge of the safety features found to be effective by this research program was responsible for the patrol installing the safety equipment, including safety seat belts, in all the units of its 600 patrol-car fleet as early as 1954.

Traffic Courts

The patrol is aware that a modern system of traffic courts is sorely needed in order to implement its and the various other county and municipal traffic enforcement agencies' efforts to control the



Presentation of Outstanding Achievement Award for 1957 in office of Gov. Luther H. Hodges on August 1, 1958. Left to right: Col. James R. Smith; Maj. David T. Lambert; Gen. G. C. Stewart, Executive vice president of the National Safety Council; Maj. Charles A. Speed; Assistant Commissioner Joe W. Garrett; Governor Hodges; Lt. Richard H. Chadwick; Lt. Clark L. Teague; and Commissioner Edward Scheidt.

traffic problem more effectively. Traffic violators need to have their cases adjudicated in a court of competent jurisdiction promptly and constructively by competent and professionally qualified courts. Such courts not only control the violator's behavior in a firm and positive manner, but can implement their actions in such a way that the entire enforcement procedure will be coordinated to improve the attitude of problem drivers and problem pedestrians. In this manner these "basic roots" of the traffic problem will eventually assume a mature and responsible attitude toward their responsibilities as good citizens, and will not only voluntarily comply with the requirements but will take a vigorous and positive position on the side of law and order.

The Department is cooperating very closely with a special committee appointed recently by Governor Hodges to study the whole judicial system of the State in order to make recommendations for improvements in modernizing the whole system to assure as far as possible that justice in the courts can be more fully realized. The committee plans to make its recommendations to the Governor and the general assembly for their consideration of recommended improvements. This is a hopeful promise for the future safety and well-being of our citizens.

Career Employees

Nine of the original 27 patrolmen who began service with the patrol on July 1, 1929, are still actively serving, and comprise the hard core of the patrol's determination to leave no stone unturned implementing the many and diverse attacks in the State on the traffic problem. Each one of these officers was promoted through the ranks to his present position. They are:

Col. James R. Smith, Commanding Officer; Maj. David T. Lambert, Director of the Enforcement Division; Maj. William B. Lentz, Director of the Communication and Transportation Division; Capt. Samuel H. Mitchell, Commanding Officer of Troop A; Capt. Arthur W. Welch, Commanding Officer of Troop C; Capt. Dewey G. Lewis, Commanding Officer of Troop E; 1st Sergt. R. S. Harris, patrol headquarters staff; 1st Sergt. W. W. Stone, Troop C headquarters staff; and Line Sergt. G. R. Duncan, Supervisor of District II of Troop D.

The dedicated work of career employees has contributed very effectively to the efficiency of the

patrol and to the effectiveness of its operations. The effectiveness of the patrol has also been enhanced with its increasing and expanding cooperation with the municipal and county police authorities of the State and with the several Federal law enforcement agencies.

In the course of the patrol's work charged to it by statute, approximately one-fourth of a million traffic violators, including pedestrian violators, are apprehended and prosecuted in the courts by the patrol each year, with a conviction rate of approximately 95 percent in hazardous moving traffic violations. In addition, each year the patrol finds the time and opportunity to give aid and assistance to approximately 120,000 disabled or distressed motorists on our highways who need information and direction, assistance with a stalled car or help in changing a flat tire, aid when they have run out of gas, and so on. Our patrolmen also give first aid to several hundred injured persons each year.

Traffic Statistics

The traffic problem in the State in 1930 shaped up as follows: a total of 474,081 motor vehicles were registered in the State while vehicle miles traveled totaled $3\frac{1}{2}$ billion; 777 persons were killed in traffic accidents with a traffic fatality rate of 21.84 persons killed per 100 million vehicle miles traveled.

The traffic problem in the State continued to grow in volume and complexity during the succeeding years with an ever-increasing population; more vehicles being registered to increase the already phenomenal number of vehicle miles being traveled by vehicles, some of which were mechanically unsafe; a steadily increasing number of drivers, both licensed and unlicensed; and more miles of an expanding highway system being built, some of which were not adequate to handle the increasing volume of traffic using them daily. In 1955 this problem was enlarged further to the extent that 1,601,357 vehicles were registered, travel was well over 15 billion vehicle miles, and 1,165 persons were killed with a traffic fatality rate of 7.3 persons killed per 100 million vehicle miles traveled.

The traffic problem continued to grow in 1956 with the registration in that year of 1,672,440 vehicles traveling in excess of 16 billion vehicle miles. Traffic fatalities amounted to a total of

(Continued on page 16)



Kent County, Mich., Provides Modern Jail Facilities

*by SHERIFF ARNOLD O. PIGORSH, Kent County
Sheriff's Office, Grand Rapids, Mich.*

This is the story of a jail. The planning of this institution was made possible by many minds working toward one objective. The goal was a completely functional structure which could be altered at a minimum of cost, could be maintained economically, and would adequately contain and promote the effectiveness of all of the activities of the Kent County sheriff's department.

Now the dream is a reality. The new Kent County jail stands as a concept in building for the future. Through studies of newer institutions, site surveys, reports, and consultations with the architect, sheriffs, penal officials, and other progressive planners, this jail will be always up to date.

With the cooperation of the Kent County supervisors and building committeemen plus many law enforcement officials, we consolidated literally thousands of ideas and opinions into a two-unit facility which is now the pride of the Michigan Detention System.

Law enforcement officers and officials who have visited here from all over the world have been favorably impressed. This structure is a beginning, and we believe from it will evolve other detention facilities of a similar type in other lands.

The jail was constructed at a cost of approximately \$1,600,000. The entire cost was approved and paid for by the taxpayers of the county before the building was completed.

The dedication ceremonies took place on February 26, 1958. During the succeeding 2 months over 70,000 persons visited the new jail. Most of these people were taxpayers who wished to see what their tax dollars had accomplished. The satisfied smiles spoke more eloquently than the hundreds of complimentary letters which resulted from the tours.

The Kent County jail, in addition to being a detention facility, houses the sheriff's department, administrative section, law enforcement public affairs services, equipment storage and repair,



Kent County Jail.

radio communications headquarters, and living quarters of the sheriff.

Structure

Basically, the structure is a two-section unit designed in "wings," or buildings, of applicable construction type to achieve economy, future expansion, security control, segregation, and efficient administration. The result is a T-shaped building containing the receiving and security sections in one wing and the administrative unit in the other. The service building houses the auto service garage, radio communications repair office, boiler facilities, and vocational rooms. It is located directly behind the jail as a separate wing.

A sloping site dictated a detention wing of three levels, a receiving wing of 2 levels, and a 1-level administrative wing. These are joined with a three-level link area containing horizontal and vertical traffic, interrogation rooms, public visiting and legal interview rooms, a chapel, recreational and rehabilitation facilities, three "capias" rooms, library, turnkey area, receiving unit for female inmates, and matrons' quarters.

The detention wing provides security with complete flexibility in segregation as to sex, nature of offense, length of detention, and type of inmate. Dormitories house 228 inmates with additional maximum security cells for 34 hardened criminals. Adjoining the receiving section are six "tanks" which are used as temporary holding cells. Though somewhat smaller than the cell block, the "tanks" afford room for 60 additional inmates. If necessary, utilizing all available space, 320 persons may be quartered with no change in security.

The administration wing provides complete offices with movable partitions for more flexibility. Included in this wing is the radio broadcasting and receiving equipment available not only to the county police but also to the Kent County fire and civil defense protection units.

As you enter the jail, the first view you have is the "nerve center" of departmental operations, the radio control section. From this point, all sheriff's department cruisers and detective units, civil defense, and county fire department vehicles are dispatched. Radio and teletype contact with other police agencies throughout the country is also maintained here.

A majority of the visitors to the sheriff's office come for a new or renewal driver's license. Con-

veniently located just inside the front door, the license bureau maintains files on all applications, including gun permits, chauffeur's licenses, boat registrations, etc. Here, also, are the two-phase telephone switchboard and interdepartmental communication unit.

Adjoining the license bureau, arranged in a U-shaped pattern, are the following offices: Accident investigators and jail supervisor section, sergeants' and lieutenants' office, office of the undersheriff, conference room, detectives' offices, vice and civil process unit, the sheriff's private office with his secretary's office adjoining, juvenile investigations section, identification and laboratory unit, and the deputies' locker quarters or squad room. The walls in each of these rooms are movable partitions. All the rooms may be made smaller or expanded as the need dictates.

The heating and air-conditioning equipment used is the most advanced system. For economy, the radiant-type heating unit is most effective. This unit as well as the air-purifying and cooling units incorporates automatic thermostatic controls. Air-conditioning helps to promote better employee effort and reduces the usual static atmosphere. In the cell block areas, the air is continually changed but it is not air-conditioned.

As an officer brings in a prisoner, a photoelectric eye beam will raise the giant steel door to the car lock area. The receiving officer pushes a button which lowers the door before the prisoner is removed from the car. The man is then escorted through a second electrically operated door into the receiving section. He is then searched. All valuables and objects not allowed in the security



Sheriff Arnold O. Pigorsh inspects a single cell unit.

area are taken from him and are placed in a combination safe. Now he is booked in by the receiving officer. If the man has not been arraigned, he is held temporarily in a "tank."

Usually, a man is ready for processing through a cell block when he arrives at the jail. All of his clothing is taken from him and placed in storage in the property room. After taking a shower, he is given a freshly laundered uniform and canvas shoes. Foot powder is used to reduce the spread of athlete's foot.

Still inside the first series of security doors, he is now taken to the fingerprint and photo unit of the identification section. Four sets of prints are taken after he is photographed. A set of prints is sent to the FBI, the Michigan State Police Headquarters, and the police agencies locally concerned. One set of prints with the photos, arrest sheet, and other documents pertaining to the inmate's crime is placed in a "package file" which is numbered to correspond with the man's name and mugshot number. This file is catalogued in the identification unit in the administration wing. At this point the inmate is again searched.

He is then taken through another locked section to the X-ray room where he is X-rayed for the Kent County tuberculosis tests. Within a 24-hour period the film is diagnosed.

The man is then escorted to the cell block officer's cage. He is informed of jail regulations

and is assigned a cell which he will share with 11 other inmates.

However, if the man is a TB carrier, he is immediately transferred to the local tuberculosis hospital for treatment. This reduces the possibility of a TB carrier spreading the germ for the duration of his sentence.

Cells

Each cell block is 1 of 8 units on a single level or floor. There are two such floors of this standard-type cell. Cast, unbreakable aluminum toilets and washbowls are used in all cells. Each cell is equipped with a shower, metal tables and bunks, polished metal mirror, and two-way sound system. No glass fixtures, including lighting units, are within the prisoner's reach. Inmates receive meals through a small port on the central cell block door.

Each cell is fully visible from three directions behind locked doors. Should a group of prisoners from any block create a disturbance or riot, that block is immediately isolated by closing the doors at both ends of the block, thus effectively sound-proofing it from all the others.

The third, or "lower level," is the maximum security cell block. Here one inmate is assigned to a small single cell. There are 8 blocks of 4 cells each to this section. The doors of the maximum security cells are operated by remote-control and



Radio control section.

can be opened or closed individually or in groups. A shower is provided in each four-man block. Each cell contains a standard metal bunk and aluminum toilet unit only.

Control Point

At the control point where a guard receives a new man, there is a room designed for visiting purposes and there is a legal consultation room where inmates confer with their attorneys. The visitors' section is divided into two rooms which are separated by unbreakable glass. Conversation is carried on by means of a two-way intercom system. Both rooms are locked when in use.

Other Rooms

The lineup and interrogation rooms are of particular interest to visiting police officers. In the lineup room a light-reflecting screen separates the observer from the suspect. Using color gradation behind the suspect and a system of rheostat-controlled lighting, it is possible to reconstruct a crime scene to almost the exact conditions of the actual crime.

The interrogation rooms offer a new concept. Each of the four rooms is painted a different pastel shade. The studies in colorations conducted at several universities have proved the value of using certain colors to correspond to specific criminal types. Confessions by burglary suspects, according to the studies, seem to be more easily obtained when interrogated in a room which has blue walls. Sex crime suspects seem to be more successfully interviewed in a green room. All of the newest techniques developed in fighting crime are incorporated into the jail. In addition, interrogations may be monitored and preserved on recordings, and suspects may be seen by the use of transparent mirrors located in the central viewing room.

Capias quarters are available for the purpose of keeping "debtors" in custody. These are hotel rooms in miniature. The law provides that such prisoners, whose lodging is paid for by the person to whom the debt is owed, receive preferential treatment. By law, they must be given essentially the same food as the sheriff is served. They are also quartered in much the same manner.

A complete library is at the disposal of all inmates who desire recreational or occupational reading matter. Most of the library books are donated by private citizens of Kent County. To

date, over 1,600 books have been received for inmate use. Each new book is screened by the jail security officer. All objectionable material is rejected.

The chapel is a flexible room. All types of services may be held here because of the adaptability of the equipment and service materials used. A confessional adjoins the auditorium. Two additional rooms are provided for individual consultation with pastor, priest, or rabbi. The auditorium has a seating capacity of approximately 180 persons. The auditorium is also used as an assembly hall for meetings of allied departmental units.

Pistol Range

A 75-foot pistol range is located on the middle level of the jail. This advanced design range provides the ultimate in safety and sound reduction. With remote-controlled targets, air purifiers, ceiling and wall acoustical tile for pistol blast absorption, foolproof slug traps, and diffused lighting, nothing is left to be desired. Ammunition is made by trustees under the supervision of the range officer.

The ultramodern kitchen and laundry facilities are located on the same level. Giant pressure cookers, large steam cookers, and walk-in freezers are the outstanding features of the new kitchen. The trays and bowls are automatically cleaned by the finest steam sterilization equipment available. Transportation of the completed meals is handled by large electrically heated thermo wagons rolled into the confinement area. The kitchen has a small dining room for



Indoor pistol range.

the use of department personnel who, by job necessity, must eat at the jail.

Incorporated in the jail are rooms for training purposes with desks, tables, chairs and all needed equipment where the officers attend school and also where inservice training classes are held. These are set up through the FBI with the cooperation of State and local police. The average officer receives approximately 70 hours of classroom study each year.

As in all detention institutions, provision must be made to handle the incorrigible prisoner. There are four cell units designed for this purpose. The solitary confinement cell, which is both soundproof and lightproof, adjoins the single disciplinary cell. Seldom used, these cells serve as deterrents to infractions of jail rules. The "grapevine" informs potential troublemakers that the "phone booth" is the only end to fighting, rioting, or violation of the trusty status.

Microfilm

The age-old problem of storing ancient documents, investigative reports and the like, has been solved by the development of a microfilm section. All such papers, after a 4-year period, are transferred to film. This reduces the need for storage space to a minimum. Compactness, speed in locating a document, and ease of handling made the microfilm system a "must."

One third of the population of the jail performs various jobs on the grounds. Prisoners keep the complete jail clean, work in the kitchen and laundry, and do all of the landscape work. Prisoners also work at the Kent County medical facility, county garage, and the city police department garage.

At present we are in the process of coordinating a new program for counseling youthful or first offenders with a followup system carried on through the churches.

For effective administration of all duties of the Kent County sheriff's department, a staff of 86 persons is mandatory. Of these, 35 men and 7 women are employed to operate the jail itself. During the first 5 months of occupancy, more than 2,000 inmates were processed through the jail.

My department heartily extends a standing invitation to all law enforcement officers to visit the Kent County jail. The location is 701 Ball Avenue, N.E., Grand Rapids, Mich.

TRAFFIC SUPERVISION

(Continued from page 11)

1,108 persons killed with a fatality rate of 6.6 persons killed per 100 million vehicle miles traveled. This represented a reduction of 57 fewer deaths than in 1955, and the traffic fatality rate was also reduced to the lowest rate in the State's history.

Again in 1957 the growing traffic monster brought with it still another increase of vehicles being registered in the total amount of 1,720,162. Vehicle miles traveled in that year increased to 17 billion. In 1957 there were 1,063 persons killed with a traffic fatality rate of 6.2 persons killed per 100 million vehicle miles traveled. This represented the second consecutive year in which a reduction in the number of persons killed in traffic was realized—45 fewer deaths than for the preceding year and a still further reduction of the traffic fatality rate to the lowest traffic fatality rate in the State's history for the second successive year.

In 1958, for the third consecutive year, both the number of traffic deaths and the traffic fatality rate have declined approximately 10 percent on the 70,000 miles of highways in the State, the largest State-maintained highway system.

It would not have been possible for such progress to have been made on our traffic problem without the able and intelligent direction and unfaltering assistance of the Commissioner of the Department of Motor Vehicles, Edward Scheidt, whose professional ability and experience give him an insight to the problem and its needs in all its many facets. A graduate of the law school of the University of North Carolina, Commissioner Scheidt served with distinction as a Special Agent of the FBI for 21 years until his retirement in 1953. During his service with the FBI, Commissioner Scheidt served as an efficient and effective administrative officer in charge of the Charlotte, N. C., New York City, and Detroit, Mich., Offices of the FBI. North Carolina needs him, and is very proud to have him home again.

We are proud of our work and accomplishments. While it is very gratifying to realize tangible, positive, and substantial progress in our traffic safety endeavors, it is also very apparent that much more must be done, and will be done, to further reduce the terrible slaughter of our citizens by vehicles on our highways.

IDENTIFICATION



For the information and assistance of officials who desire to establish a local fingerprint identification bureau, the following suggestions are being made to indicate the principal materials necessary to equip such a bureau.

Fingerprinting Equipment

For the process of taking fingerprints there should be a stand with a clamp for holding the fingerprint cards steady. This latter item is necessary to prevent smudging the prints. A tube of printer's ink is used. The ink is applied by a roller to a glass plate upon which the fingers are inked before being rolled on the cards. The complete equipment for the above process may be secured from a number of commercial sources or it can be made. Figure 1 depicts a drawing of an ink stand.

Fingerprint Files

It is suggested that the fingerprint card be white light cardboard, 8 by 8 inches, slightly glazed. This, the standard size used by the FBI, allows all the space necessary for recording the classification of the prints and general descriptive information concerning the individual. If the new bureau desires to contribute copies of its fingerprints to the Federal Bureau of Investigation, the latter will upon request gladly furnish fingerprint cards preprinted with the individual Bureau's address for this purpose, together with envelopes and instructions on how to take fingerprints. It is suggested that the new bureau design its cards similar to those furnished by the Federal Bureau of Investigation, as these have been designed after special study and have been found to be satisfactory over a long period of time. Figures 2 and 3 show the fingerprint side and reverse side of the criminal fingerprint card used by the Federal Bureau of Investigation.

In classifying and comparing fingerprints it is necessary to use a magnifying or fingerprint glass. Such instruments can be obtained from

Establishment of Local Fingerprint Identification Bureau

LEAVE THIS SPACE BLANK				SEX	
FBI No.	LAST NAME		FIRST NAME	MIDDLE NAME	HAIR
SIGNATURE OF PERSON FINGERPRINTED	CONTRIBUTOR AND ADDRESS		ALIASES		HT (IN.) WT
RESIDENCE OF PERSON FINGERPRINTED			DATE OF BIRTH		
OCCUPATION		CONTRIBUTOR'S NO.	LEAVE THIS SPACE BLANK		
SCARS AND MARKS	AMPUTATION	PLACE OF BIRTH	CLASS		
SIGNATURE OF OFFICIAL TAKING FINGERPRINTS		CITIZENSHIP	REF		
DATE		<input type="checkbox"/> CHECK IF NO RECORD IS DESIRED			
1. RIGHT THUMB	2. RIGHT INDEX	3. RIGHT MIDDLE	4. RIGHT RING	5. RIGHT LITTLE	
6. LEFT THUMB	7. LEFT INDEX	8. LEFT MIDDLE	9. LEFT RING	10. LEFT LITTLE	
LEFT FOUR FINGERS TAKEN SIMULTANEOUSLY		LEFT THUMB RIGHT THUMB	RIGHT FOUR FINGERS TAKEN SIMULTANEOUSLY		

Figure 2.

FEDERAL BUREAU OF INVESTIGATION, UNITED STATES DEPARTMENT OF JUSTICE WASHINGTON, D. C.		
CURRENT ARREST OR RECEIPT		
DATE ARRESTED OR RECEIVED	CHARGE OR OFFENSE <small>(If code system is used it should be accompanied by charge)</small>	DISPOSITION OR SENTENCE <small>(Include ONLY FINAL disposition)</small>
		FOR INSTITUTIONS USE ONLY Sentence expires _____
<small>(Do not withhold submission of fingerprints waiting for development of photograph. Merely indicate in this box that photograph is available. Not necessary to submit photo later to FBI.)</small> <small>(Place same photo here as indicate if available)</small>		INSTRUCTIONS 1. TYPE OR PRINT all information. 2. Note amputations in proper finger squares. 3. REPLY WILL QUOTE ONLY NUMBER APPEARING IN THE BLOCK MARKED "CONTRIBUTOR'S NO." 4. Indicate any additional copies for other agencies in space below—include their complete mailing address. SEND COPY TO:

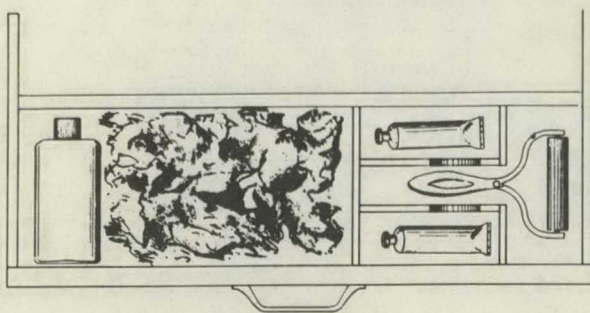
Figure 3.

various commercial sources. Figure 4 shows the type of magnifying glass used by the Federal Bureau of Investigation.

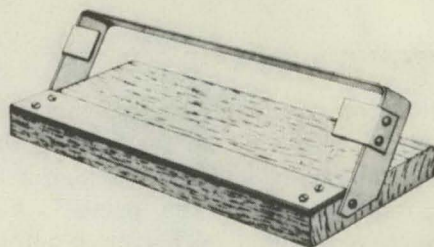
The fingerprint cards should be filed according to fingerprint classification sequence in cabinets,

preferably steel. It is further suggested that the cabinets be three drawers high, with each drawer divided into three rows for filing. Such cabinets or similar ones can be obtained from various commercial sources. Figure 5 shows the type of

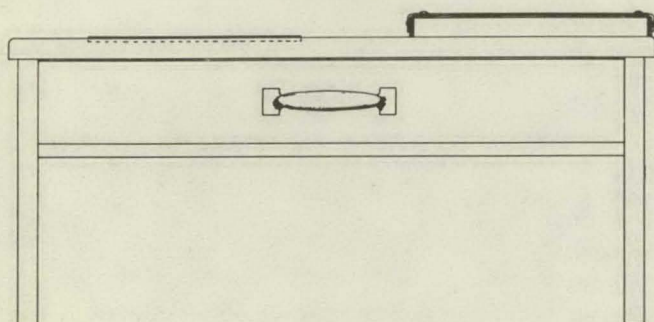
Diagram of a FINGERPRINT INKING STAND



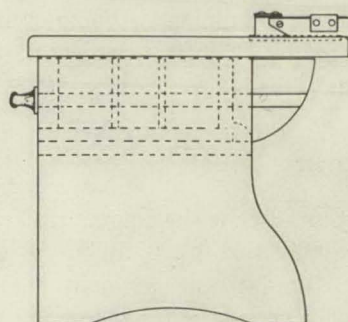
Detail of Drawer
Arrangement



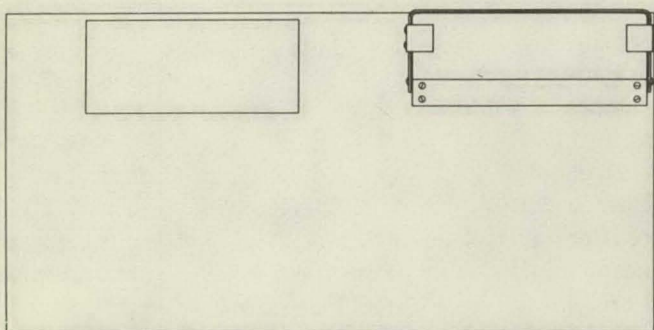
Detail of Card Holder



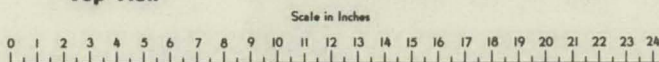
Rear View



End View



Top View



Scale in Inches

Figure 1.



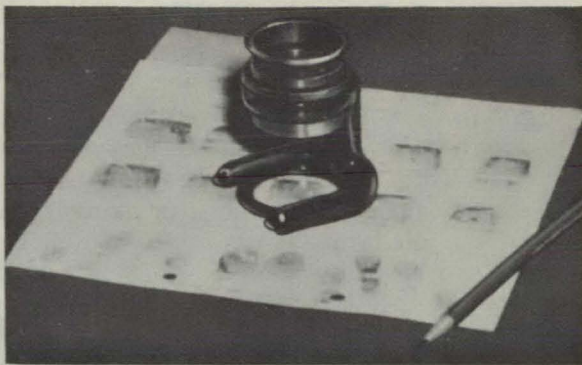
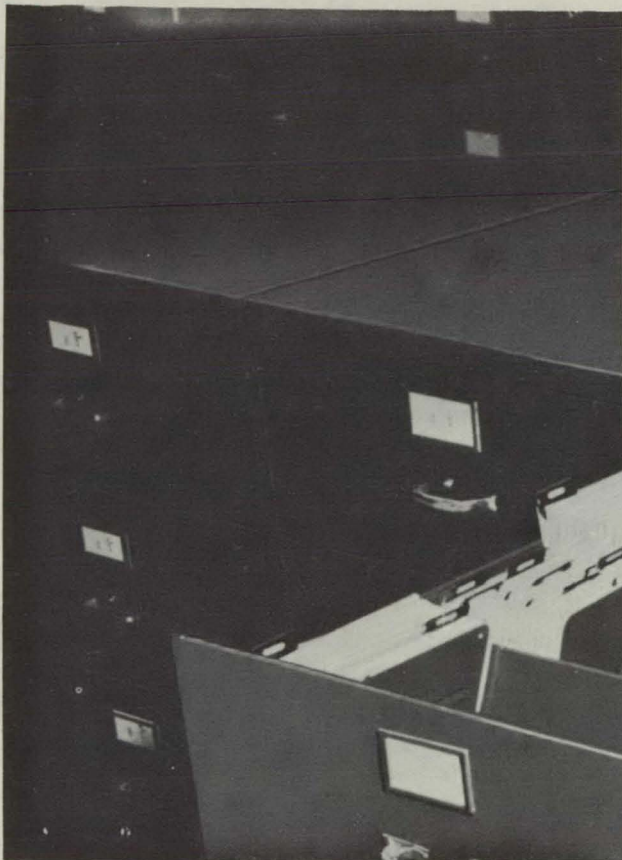


Figure 4

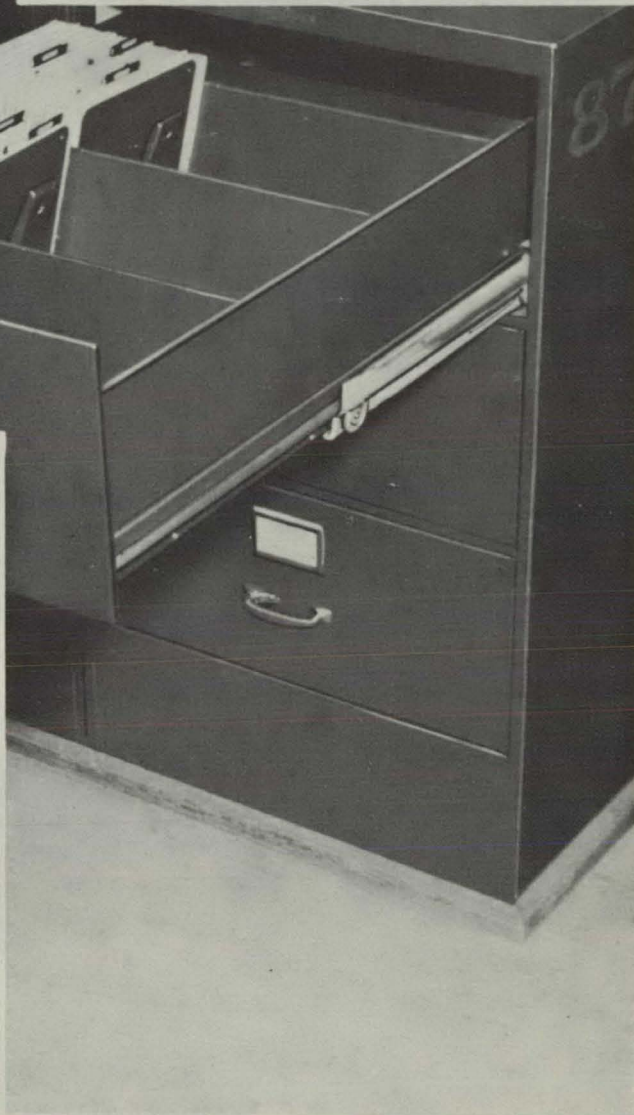


Figure 5

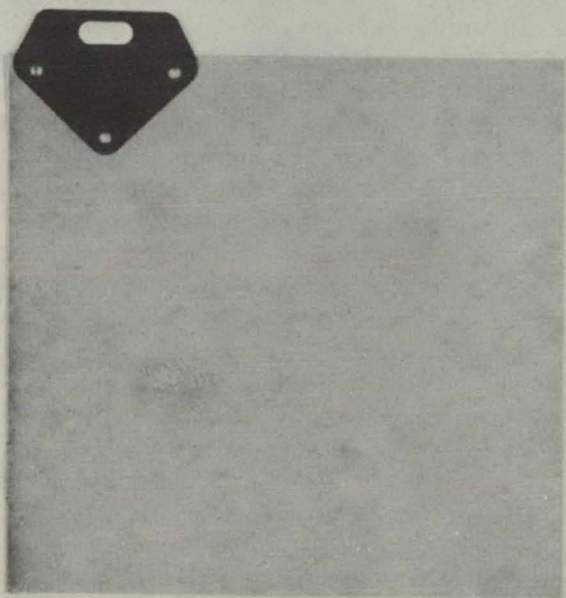


Figure 6

fingerprint cabinet used in the Federal Bureau of Investigation.

In order to facilitate the location of classification groups, it is suggested that guide cards be placed in the rows of fingerprint cards at frequent intervals. These guide cards should be slightly longer and heavier than the fingerprint cards and should have small tabs on the top to hold classification identifying symbols. Figure 6 shows the type of guide card used by the Federal Bureau of Investigation.

A practice which has been of the utmost benefit in the Federal Bureau of Investigation is as follows: When a fingerprint card is taken out of its regular file for any reason, a substitute card is put in its place, to remain until the return of the card. This substitute card or chargeout card is of a different color from the fingerprint card and slightly longer. On it are recorded the name, the classification formula, and peculiar characteristics such as scars and peculiar pattern formations appearing on the original card. By indicating the date and reason for charging out the original card, the Bureau is able to keep an accurate check on the whereabouts of all prints at all times. It is suggested that the local bureaus adopt a practice of this kind whenever a fingerprint card is drawn from the files. Figure 7 shows the chargeout card used in the Federal Bureau of Investigation.

Each fingerprint card handled by the bureau should receive a fingerprint number and these

numbers can be assigned in consecutive order.

As the bureau increases in size, it will be found a source of much convenience to have the fingerprints of males and females kept in separate files.

Name Files

There will be times when it may be necessary to locate an individual's fingerprints when no current fingerprints are available, but the name with a police number or the classification is known. In order to facilitate work of this nature, as well as to keep a complete record and check on each set of fingerprints, it is necessary that the files be indexed in a manner similar to that in which books in a library are indexed. In this connection, for each fingerprint card there is prepared an index card. On this the name of the individual is placed, with all known aliases, the fingerprint classification formula, the police or arrest number, and the date of arrest or other action. It is desirable, also, to have on this card such general information as age, height, weight, and race. Figure 8 shows a sample of the 3- by 5-inch index card.

For this purpose it is suggested that white cards, 3 by 5 inches in size, be used. These are filed alphabetically in special cabinets. An index card also should be made for every alias which an individual has used. Figure 9 shows the special cabinet in which the index cards are filed. It is suggested that the alias cards be of different color from the one bearing the correct name, known as the "Master." Each alias card also should have typed on it the correct name of the individual, for purposes of reference and cross-checking. For convenience and accuracy these files, as in the fingerprint files, should also have suitable guide cards.

It is advisable to make use of chargeout cards when original index cards are drawn from the files. Figure 10 shows a chargeout card.

To supplant the 3- by 5-inch index cards mentioned above, many law enforcement agencies have found it desirable to use a separate sheet, sometimes referred to as a "History Sheet" or "Information Sheet," containing the complete case history of the subject involved. These separate sheets can be filed by fingerprint number sequence and contain not only the data such as the known aliases, the fingerprint classification formula, the arrest number, and other essential items which are set out on the 3- by 5-cards as heretofore described,

Figure 7.

DATE	NUMBER	CHARGE	DISPOSITION

Figure 8.

but also contain a concise summary of the subject's criminal history, particularly with reference to his criminal activities in the particular city. They may also contain a summarized case history with respect to each arrest or commitment, including such items as the date and place of arrest, complete home address, relatives, the essential facts concerning the prosecution of charges, and the ultimate disposition.

Jacket Folder File

When an identification bureau receives prints of individuals on whom it already has prints, it is not practical to keep more than one set of prints per person in what may be called the active or searching fingerprint file. In these instances the better print should be designated a "Master" print by having the word "Master" stamped thereon. It should be given a number, to be known as the master number, which number should also be placed on all other sets of prints which may be found to be identical with the "Master" print. This "Master" is placed in the active files. The extra prints are placed together in a heavy folder with their master number stamped thereon. This jacket folder is then filed in a separate cabinet. Also, if copies of all information regarding an individual, photographs, and FBI transcript of record are kept in this folder, his complete record will always be assembled in an easily accessible unit. The "Master" number should also be placed on the index card and all the alias cards of the individual. Also each new alias and arrest number should be placed on the original index card. The extra records kept in folders are arranged in numerical order, beginning with No. 1, 2, and so on.

A further suggestion in connection with the maintenance of this folder file, besides the use of

a separate "Master" numbering system, is the use of the arrest fingerprint number. As indicated previously, each person arrested and fingerprinted is assigned a number. This number appears on the fingerprint card, name-index card, and photograph. The practice of handling every new arrest fingerprint card in the bureau should include searching the fingerprint cards in the fingerprint file to ascertain if the subject has a previous record. If the subject does not have a previous record, a new number should be assigned. In this connection it is noted that only one copy of the fingerprint card should be maintained in the file by fingerprint classification. To indicate the new arrest on the old index card, the date of the new arrest can be shown. Whether the bureau follows the "Master" numbering system or the previous arrest numbering system, should make very little difference in the ultimate purpose. All extra copies of fingerprint cards, complete record sheets, photographs, and all information pertaining to the individual are filed away in a separate file. This complete record is readily accessible at all times. It will now be found that the bureau has complete data on each individual who has a record on file, with provision made for accurate cross-referencing and checking between names and fingerprints.

Wanted Notices

All wanted notices containing fingerprints, including the wanted notices inserted in the FBI Law



Figure 9.

F. B. I. NUMBER	ASSEMBLY	POSTING	
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7-2262

NAME

F. P. C.

NAME

(ARREST NUMBER) (DEPARTMENT) (CITY) (STATE)

Figure 10.

Enforcement Bulletin, should be filed in the fingerprint file by classification formula and these wanted notices should be indexed in the name files. Concerning the small wanted notices inserted in the FBI Law Enforcement Bulletin, a suggested procedure would be to paste each individual notice on a blank 8- by 8-inch white card. The wanted notices are filed by the fingerprint classification and the names indexed and placed in the name file. When an apprehension notice is received concerning the wanted notice, a proper notation should be made on the name card and the wanted notice in the fingerprint file. If these canceled wanted notices endanger the efficiency of the file, it is suggested that the name-index card and the fingerprint-wanted notice be destroyed. Should the bureau adopt this practice it is suggested that the 8- by 8-inch cards be used again for other wanted notices. In this manner it would be possible to use the blank 8- by 8-inch card for 8 of these notices.

The Federal Bureau of Investigation will make available to law enforcement agencies a special "wanted-notice form" in order that they can place wanted notices against the fingerprints in the files of the FBI.

Photographs

Arrangements should be made to procure a camera for taking photographs of the persons fingerprinted. This is known as a "mugging" camera and various types are on the market. It is believed that the photographs should include a front and side view of the person. In most instances a scale for indicating height can be made a part of the picture even though only the upper portion of the

individual photographed is taken. Of course, if the scale is used, the person photographed should be standing even though only the upper portion of the body appears in the photograph. The necessary lights should be provided for obtaining photographs. A standard set of scales should be obtained in order that the correct weight can be ascertained.

The negatives and photographs can be filed by the fingerprint number in a separate file. In those cases where the individual has more than one arrest all the photographs can be placed in the jacket-folder number file. The negatives, in these instances, can remain in the photograph file.

Latent Fingerprints

To adequately develop the latent prints at crime scenes it is necessary that the proper equipment be provided. This equipment includes latent fingerprint powders, brushes, lifting tape, fingerprint camera, searchlight, and scissors. All of this equipment can be obtained from commercial fingerprint supply companies. Figure 11 shows some of the equipment used by the FBI.

All latent impressions after they have been developed should be photographed with the fingerprint camera whenever possible and then lifted with the special lifting tape. The latent impressions should then be compared with the fingerprints of persons who had a legitimate reason for being at a particular crime scene so that their impressions can be eliminated.

The fingerprints of suspects arrested and named are then compared with the latent impressions. All evidence should be properly packed and marked for any future court purposes. The negatives, photographs, and the lifts should be filed away in an envelope and assigned a latent fingerprint case number. On the outside of this envelope should also appear the name and location of the crime scene and the date the crime was committed.

Too often in bureaus this terminates all action concerning the latent impressions. It is believed that the latent impressions should be made a part of the daily work of the bureau. In this connection it is suggested that an extra copy of the photographs of the latent impressions should be cut and pasted on a 3- by 5-inch card. On this card is placed the latent fingerprint case number. The latent impressions on these 3- by 5-inch cards should be filed in a special unidentified latent file. Each day before the regular arrest fingerprint

cards are filed they should be compared with the latent impressions in the unidentified latent file.

Dispositions

It is important to the bureau to have complete information concerning the ultimate disposition on each arrest fingerprint card. If the disposition of a charge is known at the time the person is fingerprinted, this fact should be indicated in the space provided on the fingerprint card. For example, in the case of an individual who is arrested, fingerprinted, and turned over to the county jail, this disposition can be indicated on the fingerprint card which is forwarded to the Federal Bureau of Investigation. The fingerprint card should not be held by the bureau pending final disposition of the charge.

In those cases where the disposition is pending prosecutive or court action, a separate 3-by-5 dis-

position file can be maintained. On these 3-by-5 cards, information concerning the name, fingerprint number, race, sex, charge, name of arresting officers, and the fingerprint classification should appear. These cards are filed in a pending-disposition file. The 3-by-5 disposition cards are made at the time the fingerprints of the persons are taken. When the final disposition is obtained, it should be noted on the 3-by-5 card. In those cases where there is only one fingerprint card in the bureau the disposition can be noted on the name-index card or the reverse side of the bureau's fingerprint card. In those cases where there is a jacket-folder file for the individual, this disposition card can then be placed in the folder.

"Disposition sheets" can be obtained from the Federal Bureau of Investigation for forwarding this information so that the files of the FBI will have complete information concerning the arrests.

(Continued on page 28)

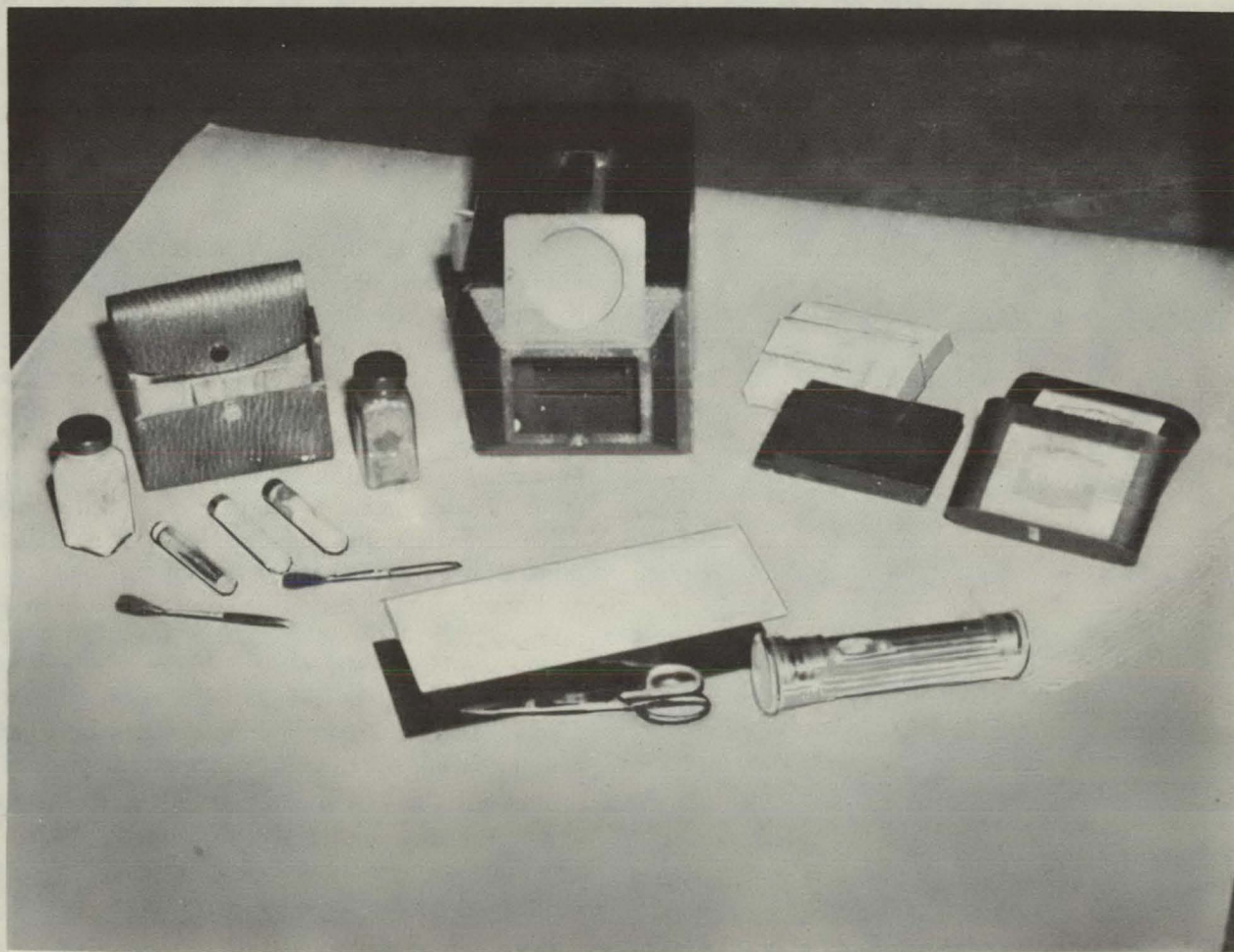


Figure 11.

OTHER TOPICS

New Personnel Evaluation Plan Produces Results

by COL. FRED MORITZ, *Superintendent*, and DR. SHERWOOD H. PERES, *Ohio State Highway Patrol*

Because of the nature of the work, proper rating and evaluation of law enforcement officers have plagued supervisors for many years. Many different systems are in use over the Nation and all have their good and bad points. The most common fault of most available methods is the fact that the rater can consciously upgrade or downgrade a man at will.

The problem, then, is how to take personalities out of personnel ratings and at the same time produce a substantially true evaluation of a man and his work. In standard systems it is possible for the rater to tell whether a given check mark on the rating form will have a favorable or an unfavorable effect on the ratee's total score.

The Ohio State Highway Patrol has, after two years' work and research, devised a system in which the rater is unaware whether he is grading

the man favorably or unfavorably. The rater must decide from positive statements offered him which is most applicable.

The standards involved in this system have been formulated by the men themselves in essays they submitted on "The Best Highway Patrolmen I Ever Knew."

From these essays were culled traits and behavior characteristics of officers. These comments were given different values and then listed categorically. A rater therefore selects the most applicable traits and has no knowledge of their value.

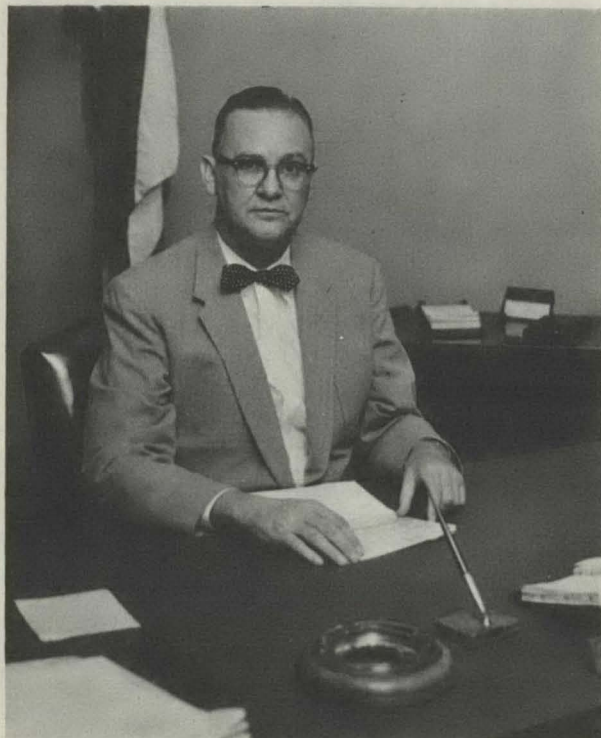
This is called technically a "Diagnostic Forced-Choice Evaluation System." As the title implies, it separates the reporting of an individual's performance from the evaluation of that performance.

The rater is not asked to say how much of a certain trait or behavior characteristic an individual possesses, nor whether it is good or bad to be like that. He has only to indicate which of several statements is most typical of the subject.

It might be pointed out that the comments culled from the patrolmen's essays are not of equal significance. Only a few are highly discriminating between the effective and ineffective patrolman. These comments are paired in such a way as to make it impossible for the rater to determine which will be good or which will be bad—he has only the choice of deciding which is most applicable. The usual pressures toward lenient rating cannot operate when the rater is unable to identify which statements contribute to high scores. In fact, an attempt to boost or lower an evaluation might have just the opposite effect.

Through this system, it is possible to determine a man's worth to the organization and also to point out to the individual patrolman his relative strong and weak points in the total job.

Particularly gratifying has been the accomplishment of the system as compared to "buddy



Col. Fred Moritz.

ratings"—that is, how fellow workers rate an individual. The forced-choice system shows a high positive relationship—the man rated high by his coworkers rated highly in the forced-choice evaluation. There was no relationship between the "buddy ratings" and ratings on the formerly used adjectival scale.

It must be emphasized that our questions, forms, ratings and evaluations are tailor-made for the Ohio State Highway Patrol. They could not be adopted intact by any other organization, police or otherwise.

It does point the way, however, to scientific evaluation of personnel and lays out the route which could be followed by other departments in taking personalities out of personnel evaluation.

Top supervisory personnel are particularly pleased because in an organization such as the Ohio State Highway Patrol, with 712 men assigned to 58 posts throughout the State, even casual contact and observation are rare. It is felt that at last there is a reliable system to evaluate performance and maintain a high standard in supervisory positions along with an effective guide to promotions and assignment of responsibility.

Automobile Information Disclosure Act

On July 7, 1958, the President approved the Automobile Information Disclosure Act as Public Law 85-506 (secs. 1231, 1232, 1233, title 15, U. S. Code). This legislation required the full disclosure of certain information in connection with the distribution of new automobiles in commerce and for other purposes.

Under this act every automobile manufacturer is required to securely affix to the windshield or side window of such automobiles a label on which such manufacturer shall endorse clearly, distinctly, and legibly true and correct entries disclosing the following information concerning such automobile:

- (a) the make, model, serial or identification number.
- (b) the final assembly point.
- (c) the name, the location or place of business of the dealer to whom it is to be delivered.
- (d) the name of the city or town at which it is to be delivered to such dealer.

- (e) the method of transportation used in making delivery of such automobile, if driven or towed, from final assembly point to place of delivery.
- (f) the retail price suggested by the manufacturer, the retail delivery price suggested by manufacturer for each accessory or item of optional equipment and the amount of transportation charged.

The act defines "commerce" as meaning commerce among the several States of the United States or with foreign nations, or in any Territory of the United States or in the District of Columbia, or among the Territories or between any Territory and any State or foreign nation, or between the District of Columbia and any State or Territory or foreign nation.

A provision of this act is that any manufacturer who willfully fails to affix a label as required under this law on an automobile distributed in commerce shall be fined not more than \$1,000. Such failure with respect to each automobile shall constitute a separate offense. Any manufacturer who makes a false endorsement on any such label shall be fined not more than \$1,000. It also provides for a \$1,000 fine or imprisonment for not more than 1 year or both to any person who willfully removes a label placed on a new automobile.

The effective date of this law was the first day of October 1958, or the first day of the introduction of any new model automobile in any line of automobile beginning after the date of enactment of this law, whichever date occurred last.

The FBI has investigative jurisdiction of the criminal provisions under this act. Accordingly, allegations of violations of this Federal law should be furnished to the FBI.

FRAUDULENT CHECKS

When local police apprehend a check passer who pleads guilty, is convicted, or admits writing certain checks, it is important that the police give consideration to submitting the checks involved to the FBI Laboratory. Consideration should also be given to submitting handwriting samples. The submission of checks known to have been passed by the subject may enable the Laboratory to clear up cases under investigation by other police departments in other parts of the country. The Laboratory will also be able to identify checks the subject may write in the future.

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FINGERPRINT BUREAU

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At the time the final disposition is obtained these disposition sheets can be completed and forwarded to the Federal Bureau of Investigation.

Death Notices

When persons whose fingerprints are on file are reported as deceased, the prints should be taken from the active file and assembled with any other prints of the person concerned. These should be plainly marked "Dead" and filed in a separate cabinet or section. All the index cards on this individual should also be marked "Dead" and filed in a separate section. These should be retained for possible future reference.

In this connection, "Death Notice" forms can be obtained from the Federal Bureau of Investigation so that information concerning these deaths can be properly noted in its fingerprint file.

It is believed that by following the basic ideas outlined, the officials of law enforcement agencies can be assured of best results in establishing and maintaining a small identification bureau. For further information, the Federal Bureau of Investigation will furnish to duly constituted law enforcement officials any additional data which may be of material assistance in the maintenance of such a bureau. Information concerning the classifying and filing of fingerprints, the developing of latent impressions by powders and chemicals is outlined in the FBI booklet entitled "The Science of Fingerprints."

PRINTS IN GROUPS

Groups of latent impressions, such as those of adjacent fingers or fingers and palms which appear to have been made simultaneously, should be lifted as units, that is, on a single piece of tape, as this may facilitate the task of making comparisons.

WANTED BY THE FBI

CLARK SAM SMITH, with aliases: Ray Brent, Raymond Clark, William Keninof, Robert C. Larson, Jack L. Redman, Samuel James Winston and others

Bank Robbery

Clark Sam Smith is being sought by the FBI for bank robbery.

The Crime

In February 1958, Smith is alleged to have participated in the robbery of the Silver Leaf Savings and Loan Association, Chicago, Ill. On February 27, 1958, two armed men entered the savings and loan association, one standing guard at the rear door of the bank. The other obtained money from a cash drawer and safe and demanded additional money. Threatening an association officer with the statement, "If you touch any alarm I'll blow your head off," one of the robbers forced the man to show him a secret compartment where he obtained numerous bundles of currency. Persons in the banking institution were then herded into a rear closet and the subjects made their getaway in a car parked outside. A third man reportedly drove the getaway car. Smith's accomplices have been apprehended, but he is still at large.

Process

An indictment was returned by a Federal Grand Jury at Chicago, Ill., on March 11, 1958, charging Smith with a bank robbery which was committed on February 27, 1958, at Chicago.



Clark Sam Smith.

Criminal Record

Smith has been convicted of obtaining money under false pretenses.

Caution

Firearms were used by alleged accomplices in perpetrating the bank robbery for which Smith is being sought. He should be considered dangerous.

The Criminal

Smith has been employed as a bartender, butcher, laborer, mechanic and railroad switchman. He reportedly drinks intoxicants to excess and is proficient in the use of tools. His left hand may be partially paralyzed.

Description

Clark Sam Smith is described as follows:

Age	37, born June 28, 1921, Edgar, Nebr.
Height	5 feet 8 inches.
Weight	172 to 180 pounds.
Build	Medium.
Hair	Brown.
Eyes	Brown.
Complexion	Medium.
Race	White.
Nationality	American.
Scars and Marks	Two small scars on right cheek, V-shaped scar on forefinger of left hand.
FBI number	3,421,267.
Fingerprint classification	6 S 1 R III 5 S 1 R III Ref. T R T T T R

Notify FBI

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

TIRE TREADS

The FBI Tire Tread File contains blueprints of tread designs currently in use throughout the country.

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

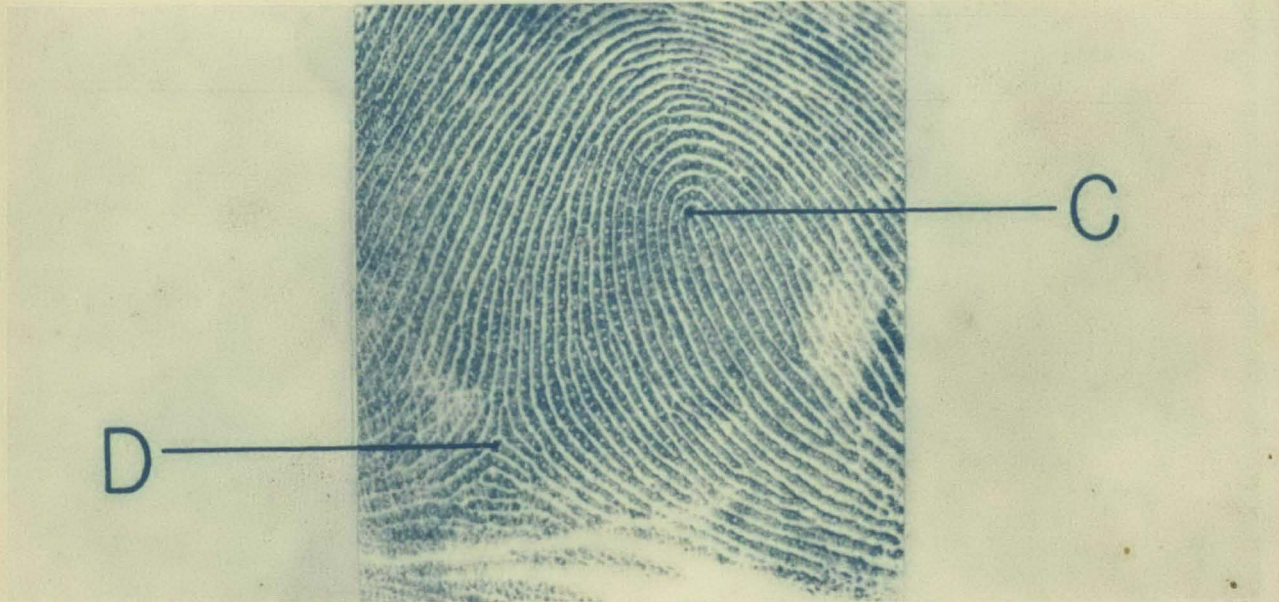
OFFICIAL BUSINESS

RETURN AFTER 5 DAYS

POSTAGE AND FEES PAID
FEDERAL BUREAU OF INVESTIGATION

Colonel Harold G. Maison
Superintendent
Oregon State Police
Salem, Oregon

Interesting Pattern



The interesting pattern presented here clearly illustrates the location of the delta at point D and the core at point C. This pattern is classified as a loop with 18 ridge counts.

693-2