

FBI

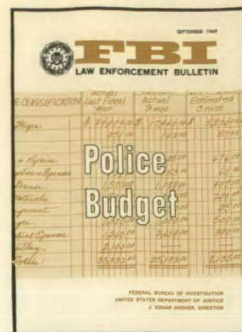
LAW ENFORCEMENT BULLETIN

CLASSIFICATION	Actual	CURRENT	YEAR ESTI
	Last Fiscal Year	Actual 9 mos.	Estimated 3 mos.
Wages	\$ 24,409 00	\$ 17,460 00	\$ 5,820 00
	251 00	162 00	57 00
Repairs	2 00	25 00	676 00
Lies & Expenses	1,37 00	1,53 00	60 00
Grease	1,502 00	1,188 00	407 00
Materials	150 00	44 00	200 00
Equipment	15 00	5 00	25 00
Gas	1,000 00	1,000 00	500 00
Travel Expenses	1,260 00	2,604 00	390 00
Utility	2,100 00	—	—
Totals:	<u>33,932 00</u>	<u>25,192 00</u>	<u>8,135 00</u>

Police Budget

SEPTEMBER 1969

VOL. 38, NO. 9



THE COVER—The police budget, its preparation and presentation. See page 12.

FBI

LAW ENFORCEMENT BULLETIN

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Published by the
FEDERAL BUREAU OF INVESTIGATION
UNITED STATES DEPARTMENT OF JUSTICE
Washington, D.C. 20535

MESSAGE FROM THE DIRECTOR

WITH THE BEGINNING of the new academic year, it is disturbing to know that a primary concern of many college and university administrators will not be the scholastic achievement of students but rather how to prevent the seizure and wreckage of educational institutions by would-be insurrectionists.

The decrease in campus disorders during the summer months must not be misconstrued. Just as soon as the firebrands can muster a caucus of dissidents, we will witness a continuation of the senseless plunder which caused more than \$3 million of damage to colleges and universities last academic year. Between September 1968 and April 1969, one major university alone suffered damage in excess of \$1 million. Some 4,000 arrests were made in connection with violent demonstrations, untold numbers of people were injured, and at least two deaths resulted from campus riots.

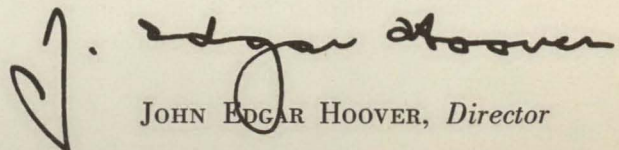
Certainly, criminal statistics reflect no credit on the academic community. However, unless college and university authorities take positive action to control campus violence, it will not subside in the coming months. The split in the Students for a Democratic Society (SDS) ranks during the so-called national convention in Chicago last June resulted in the election of two slates of national officers. The expelled pro-Peking Progressive Labor Party wing set up its own SDS organization. Thus, opposing forces, each claiming to represent the true SDS, will clash on campuses throughout the country for controlling power. Since clamor and agitation are proven techniques for attracting new members and support, violent disruptions will come as no surprise.

Although the SDS convention in Chicago was, organizationally, a fiasco, the feuding factions did not for a moment lose sight of their joint objective. Their goal is the destruction of "U.S. Imperialism" and the achievement of a classless society through international communism.

The SDS considers the rebellious youth of our country as part of an "international liberation army." It regards young people, mainly college students, as a means by which the revolution can be accomplished because "in general, young people have less at stake in a society . . . are more open to new ideas . . . and are, therefore, more able and willing to move in a revolutionary direction."

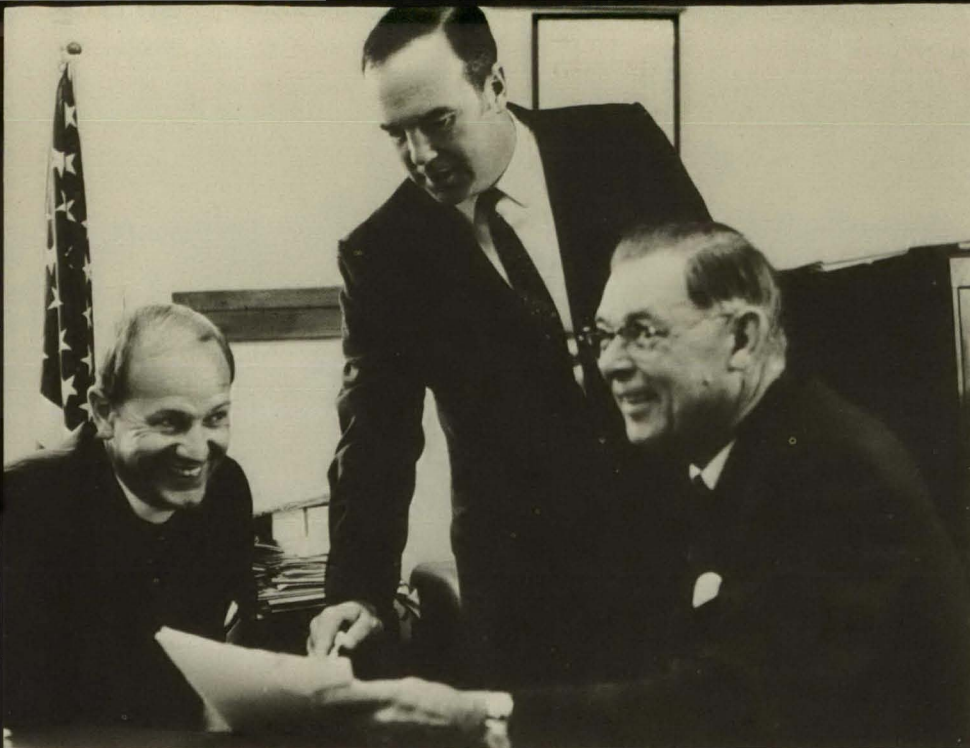
Those who rally to the support of the New Left and participate in activities championed by SDS do so under no illusion. The issues are now clear. Time and the internal wranglings of the organization have brought one basic and important truth to the surface. The youthful idealism of "participatory democracy," so frequently espoused by SDS while striving for student approval, has been cast aside. The Marxist dogma is in full command. SDS now calls for outright revolution.

Inasmuch as breaking the law is a customary part of revolutionary tactics, many enforcement agencies will become involved in campus strife. In most instances, the nature and degree of involvement will depend on whether school authorities desire to protect their institutions and the rights of the majority of students who would rather study than riot, or forsake their responsibilities and give in to mob rule.



JOHN EDGAR HOOVER, *Director*

SEPTEMBER 1, 1969



Capt. Lane W. Vance discusses a matter concerning the chaplaincy with Rev. F. Heglund (left) and Chief Paul A. Shaver (right).

The Police Chaplain

By
CHARLES R. CARTER
Detective,
Police Department,
Albuquerque, N. Mex.

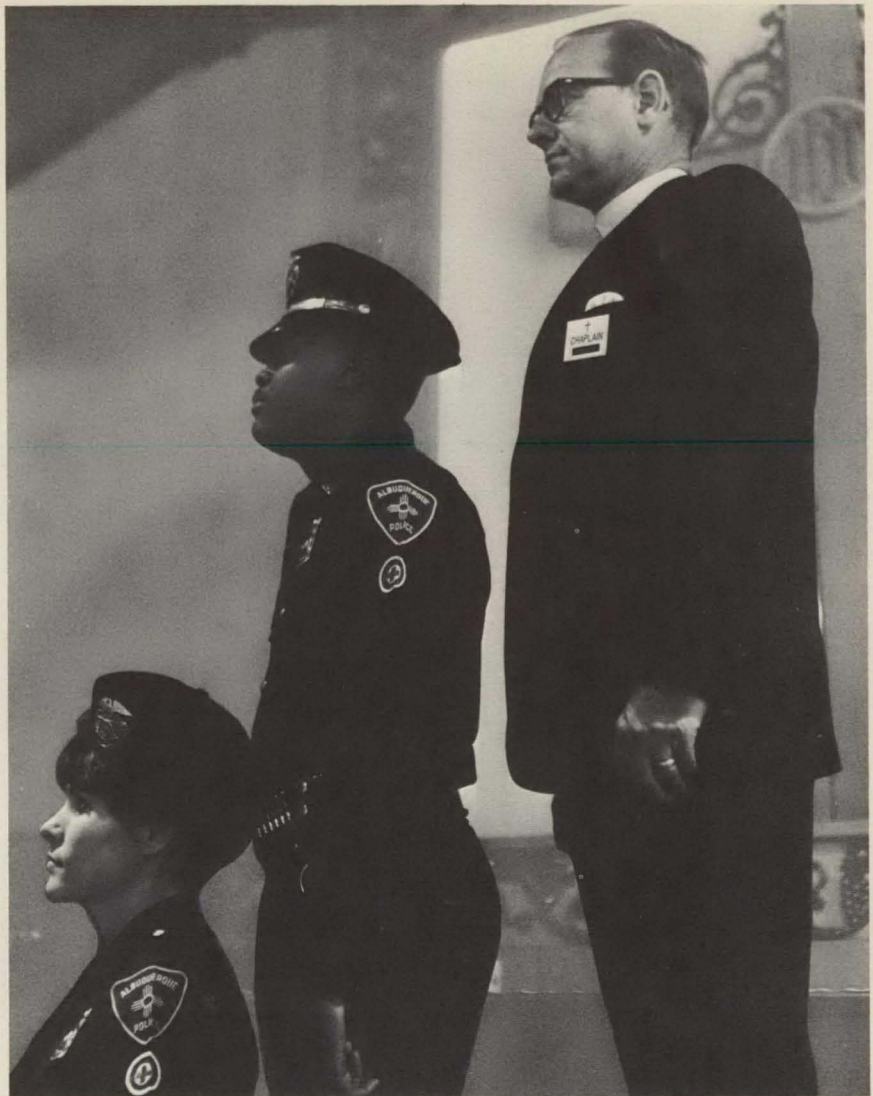
Although the Albuquerque Police Chaplaincy is armed only with the Word of God, it stands ready to bear witness to the forgiving love and concern of the Supreme Being for all people, and especially for those in sorrow and despair.

The Albuquerque Police Chaplaincy has been in existence for less than a year. It grew from a proposal by a local minister, the Reverend Virgil Bonto, who has had some experience with police chaplaincies. He approached Chief of Police Paul A. Shaver and suggested a chaplain unit for the Albuquerque department.

Chief Shaver felt the idea had merit and assigned Capt. Lane W. Vance, commander of the police-community relations unit, to assist Reverend Mr. Bonto in drawing up plans and guidelines for the chaplaincy. After a brief period of time, they submitted a draft of the new program to Chief Shaver. It was approved by Chief Shaver and City Manager Richard Wilson. Thus, the Albuquerque Police Department Chaplaincy became operational on March 10, 1969. The unit started with 35 ministers and one motor vehicle donated by a local automobile agency.



Policewoman M. D. Baca, Patrolman D. Frazier, and Rev. F. Heglund attend a meeting of police department representatives and members of the chaplaincy.



In order to qualify for membership, each candidate must be an ordained minister within his own denomination. He must be active in the pastorate or in a related agency within his denomination. He must show compassion, understanding, and love for his fellow man. He must maintain high spiritual and moral standards. He must be tactful and considerate in his approach to all people regardless of race or creed. He must be willing to take training that will enhance his efficiency in meeting and dealing with people during emergencies. And, he must agree to serve in the chaplaincy at least 2 days a month.

These qualifications, although exact and demanding, have not discouraged new applicants. Growing steadily, the chaplaincy now has 48 ministers and two automobiles for their use. The cars are equipped with a police radio, and the gasoline used is provided by the city.

Field Service

Through the police chaplaincy, field service of a minister is provided on a 24-hour, 7-day-week basis. At the request of the police radio dispatcher, the chaplain on duty or call goes to the scene to comfort and console per-

sons involved in serious traffic accidents, natural catastrophies, fatal disasters, and similar incidents. The chaplain is responsible for notifying members of a family when relatives are involved in serious accidents or when accidental death has occurred. This field service also makes available spiritual counsel, when desired, for persons involved in family tensions, attempted suicide situations, desertions, runaways, and lost persons and alcoholic cases.

Each chaplain is assigned a 24-hour shift each 4 weeks and a second 24-hour shift as "backup chaplain" during the interim.

The chaplaincy is available to the members of law enforcement agencies, staff members, and their families in time of illness, injury, sorrow, or tension. The field service chaplain does not, of course, replace an individual's own clergyman or rabbi.

Officials of the chaplaincy are available on call to law enforcement agencies for consultation on matters of mutual interest and to handle public relations concerning the unit.

On the first Monday of each month, the chaplaincy, along with the police department's liaison officer, holds a business luncheon meeting. At these meetings the group processes applications and conducts other business concerning the administration and operation of the chaplaincy. Any vacancies at the command level are also filled.

Work With Hospitals

The police chaplains cooperate with chaplains of the various hospitals in Albuquerque and offer any assistance possible. Close contact is maintained so that spiritual aid and help will be readily available to those who are in need.

Procedures and Regulations

Here are the procedures and regulations which the chaplains must follow:

1. The chaplain is not a law enforcement officer. He shall at no time assume such a role. His responsibility is to assist the law enforcement officer when asked to do so in matters within the chaplain's realm. He shall not in any way interfere with the officer in the performance of his duties.
2. The chaplain must have a basic knowledge of the duties of the law enforcement officer and seek to keep abreast of new procedures by attending recommended classes at the police academy.
3. The chaplain shall conform to the police radio procedures. He should be familiar with the "ten signal" code used by the police communications center. Radio transmissions by chaplains should be kept to a minimum. Directives from the dispatcher shall be followed promptly. The chaplain on duty should be available to the dispatcher at all times either by radio or telephone.
4. Only an authorized chaplain is to drive the cars assigned to the unit. Seatbelts should be used. In purchasing gasoline, the chaplain is to sign the ticket with his name and list the mileage and license number of the car on the ticket. A copy of the ticket is to be delivered

to the secretary of the chaplaincy. Any malfunctions of the automobile are to be reported to the coordination officer. In the event of an accident involving the chaplain's car, the radio dispatcher should be called. The duty chaplain assumes the responsibility of contacting his relief and transfers the car to him at the proper time.

5. The chaplain shall make a report on all cases he works while on duty. He is to use the chaplain's report form, the daily worksheet, and the detailed report form. These must be turned in daily to the department's records division. All information called for on the forms must be listed. The case number is assigned by the records division. To secure additional information about a case, the chaplain should call the records division. The chaplain will identify himself and give the case heading and date. Four copies of the report form are made and forwarded to the following: (a) records division; (b) chief of police; (c) police-community relations unit; and (d) the chaplaincy unit.
6. The chaplain's identification shall consist of a commission issued by the Albuquerque Police Department. The chaplain shall respect his commission and avoid any action which would discredit the chaplaincy or the police department. When the chaplain discontinues his service with the department, he is to surrender his commission.



Chaplain L. Kenneth Balthrop consoles a family after the husband committed suicide, while investigating Officer M. P. Dietz looks on.



Traffic Officer Ray Rivera gives directions to the scene of a fatal accident to the Reverend Michael Dismar, assistant pastor of a local church, who is obtaining the facts before contacting the relatives of the victim.

7. The chaplain, when on duty, shall be properly attired. In all cases he shall identify himself and do whatever is possible to assist those needing his service.
8. The chaplain is responsible for notifying, as soon as possible, an involved person's minister, priest, or rabbi unless he is specifically asked not to do so. The chaplain should make proper referrals in unique cases which need special attention.
9. When the chaplain works a case where death is involved, he should make certain the coordinating officer is aware of the facts so that condolences of the department may be sent.
10. In notifying relatives in cases involving death, the chaplain should minimize the shock as best he can. He should make sure they understand just what has taken place. He should enlist the help of those least affected, either other members of the family or close friends. The chaplain should see

that a spiritual leader is notified. If possible, he should stay until this person arrives.

11. A minister's work and service in the chaplaincy should be spiritually inspired and based on his religious training and background.
12. All long-distance telephone calls connected with the official business of the chaplaincy should be cleared with the police captain's office. An appropriate form is provided for placing calls on record.
13. A chaplain who absents himself from 50 percent of the regular monthly meetings of the chaplaincy within a calendar year or has three consecutive unexcused absences shall be removed from the roll and requested to surrender his commission.
14. Any grievances must be taken up through official channels.
15. Chaplains are not to release any information on cases they work to news media or insurance agencies. All in-

formation and facts should be held in confidence and given out only with official approval.

Conclusion

In the short time that the chaplaincy has been in operation, it has proven to be a valuable asset to the police department. The chaplains perform a worthy and charitable service for the communities in and around Albuquerque. Their organized program is of immeasurable assistance to policemen at scenes of misfortune and tragedy.

The Albuquerque police chaplains believe—to paraphrase an old maxim—that “To be of good service to his fellow man is man's most glorious task.”

Form Letters

Speed Evidence to FBI Lab

Since only a few law enforcement agencies are close enough to Washington, D.C., to personally deliver physical evidence to the FBI Laboratory, most departments must rely on the business letter as a means of communication. This poses a problem for many law enforcement agencies that do not have adequate secretarial help.

The Solution

In an effort to help those departments that have such a problem, and as an added convenience for those that do not, the FBI Laboratory has solicited the comments and suggestions of numerous police departments and sheriff's offices, both large and small. The results of this survey were not at all surprising. Almost unanimously, these agencies suggested that a form letter be initiated to reduce the problem to a routine procedure.

What could be easier?

The police officer simply picks up a blank form letter, dictates or fills out the blanks in longhand, turns it over to a stenographer for transcription, seals the envelope or package containing the evidence, and then mails it to the FBI.

After analyzing the various form letters currently in use by law enforcement agencies throughout the

To: Director, FBI
Attention: FBI Laboratory
FBI File # _____ Date _____

From: Your Police Department
Your City, Your State
Your Case # _____

Re: Suspect:
Victim:
Offense:

Dear Sir:

The evidence described below is () enclosed () forwarded under separate cover for examination by the FBI Laboratory.

This evidence is being submitted in connection with an official investigation of a criminal matter. It was not, nor will it be, subjected to the same type of technical examination by other experts.

Sincerely yours,

John J. Brown
John J. Brown
Chief of Police

Description of Evidence: _____

Examination Requested: _____

Statement of Facts: _____

Enclosure(s) _____
Registered Mail _____

Figure 1.

country, the Laboratory staff found that no two are exactly alike, yet they seem to meet most, if not all, of the requirements for which they are intended. Since not all departments operate alike, obviously their forms should be different, too. Generally speaking, however, they fall into two categories—general purpose form letters and check form letters.

General Purpose Form

The general purpose form letter may be used for the submission of nearly any kind or type of physical evidence, including worthless checks. This form provides a space for the name of the suspect, the name of the victim, the nature of the offense, and the date. It also includes an essential paragraph relating to previous technical examinations by other experts. The main body of this form consists of the following:

1. A statement of facts.
2. A list of the evidence submitted.
3. The examination requested.

A suggested general purpose form letter is depicted in Figure 1.

By placing an "X" mark in the proper space, this form letter will show whether the evidence is being submitted as an enclosure or whether it is being submitted under separate cover. The three headings: "Description of Evidence," "Examination Requested," and "Statement of Facts" should be filled out in brief and concise language; a continuation sheet may be used if needed. In addition, the following blanks should be filled out:

1. Date.
2. FBI file number, if known.
3. Your case number.
4. Name of suspect or aliases used.
5. Name of victim.
6. Offense.
7. Number of enclosures.

To: Director, FBI
Attention: FBI Laboratory
FBI File # _____

Date Any Day

From: Your Police Department
Your City, Your State
Your Case # 000

Re: Suspect: Joe Blow
Victim: Jane Doe
Offense: Hit-and-Run

Dear Sir:

The evidence described below is () enclosed (x) forwarded under separate cover for examination by the FBI Laboratory.

This evidence is being submitted in connection with an official investigation of a criminal matter. It was not, nor will it be, subjected to the same type of technical examination by other experts.

Sincerely yours,

John J. Brown
John J. Brown
Chief of Police

Description of Evidence:

1. One man's white shirt, size 15½
2. One yellow pencil tablet
3. Chip of paint found at scene of accident

Examination Requested:

Develop the obliterated laundry mark on the shirt; examine the yellow pencil tablet for indented writing; and determine the make and model of automobile from which the chip of paint came.

Statement of Facts:

Victim, age 19, was hit by an automobile which sped out of town after the accident. The shirt and tablet were recovered at a motel where the suspect is said to have stayed. The chip of paint was found at the scene of the accident near the edge of town.

Enclosure (s) None
Registered Mail

Figure 2.

A statement requesting that the original evidence be returned to your office upon completion of the requested examination is not necessary. In actual practice this is done anyway except for the most unusual pieces of evidence, such as vital organs submitted for a toxicological examination and consumed in the course of the examination. Where photocopies are submitted, such as in check cases, the photocopies are usually retained by the FBI unless their return is specifically requested.

Figure 2 shows a general purpose form letter completely filled out.

After searching the questioned checks through their own check files and after comparing the questioned writing thereon with the known handwriting of suspects, many State and local agencies send photocopies of the checks received by them to the FBI Laboratory for search through the National Fraudulent Check File and for comparison with signatures on criminal fingerprint cards on file in the FBI Identification Division. These searches and comparisons are made by the FBI Laboratory because the files maintained by local departments are entirely different from those main-

tained by this Bureau, and, therefore, there is no duplication of effort. On the other hand, the questioned checks will not be compared with the submitted known handwriting of suspects if this was previously done by other experts because this would be a duplication of effort.

Check Form Letter

Whereas the suggested general purpose form letter is broad in scope, the check form letter is specific in nature and is designed primarily for the submission of fraudulent checks, stolen money orders, and stolen traveler's checks for search through the National Fraudulent Check File (see fig. 3). Closely related material, such as hotel or motel registration cards or known handwriting samples, may be included, but they should be described in the body of the letter. This examination automatically includes comparisons with signatures on criminal fingerprint cards, where such are practical, for persons using the same names or aliases and answering the general description of the subjects. This form contains numerous blanks, all of which are self-explanatory.

Observations and Suggestions

The publication of the suggested forms depicted in figures 1 and 3 is not intended to mean that they are the final word, that there may be no variations, or that they must be adopted by all. On the contrary, they are merely suggested as guides for the benefit of any department contemplating the preparation of such form letters.

The FBI does not print or supply these forms. They may be printed or otherwise duplicated by individual departments. The use of letterhead stationery may be desirable, but is not necessary.

Regardless of whether you compose a letter tailored to your specific tastes

To: Director, FBI Attention: FBI Laboratory FBI File # _____	Date _____			
From: Your Police Department Your City, Your State Your Case # _____	Description of Subject	Race	Sex	Age
Re: Suspect: Victim: Offense: _____		Eyes	Hair	
		Height	Weight	
		FBI# or Arrest#		
		Scars and Marks		

Dear Sir:
The check (s) described below are enclosed for search through the National Fraudulent Check File.

Sincerely yours,
John J. Brown
John J. Brown
Chief of Police

Check #	Amount	Date	Payable to	Signed	Bank

Enclosure(s) _____
Registered Mail _____

Figure 3.

or whether you use a form letter, there are some things you can do to help speed up the work and enable the FBI Laboratory report to reach you sooner. While the following steps are not essential, they will be helpful:

1. Submit your letter in duplicate.
2. Make reference to previous correspondence, if any, quoting the the FBI file number, if known.
3. In check cases furnish the best possible description of the subject.
4. Submit the original evidence, if possible. In check or other docu-

ment cases, submit the best possible photocopies if the originals are not available.

REJECTS WELCOMED

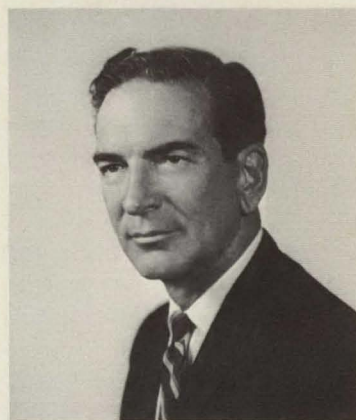
A warden of a southeastern State prison advised that a brisk sale of billfolds and related leather goods made by inmates recently was followed by numerous rejected items being returned to the inmates. An alert official discovered that the rejects coming back into the prison had narcotics sewn into the linings.

Police Administration Services

By

CHARLES C. McCLOSKEY, JR.

**Deputy Director,
Division for Local Police,
State of New York,
Albany, N.Y.**



The administrative and operational problems of law enforcement today are many, varied, and increasing. A decision as to which problem to attack first becomes in itself a problem.

The law enforcement executive, because of the growing demands made upon him, does not have time to devote to the planning, research and development so vital to progressive law enforcement.

Comparatively few departments, usually the larger ones, have planning and research divisions to which the top enforcement officials can refer problems for study and, hopefully, solution. Chiefs and sheriffs of the small and middle-size depart-

ments, however, must sandwich planning and research amid a myriad of other duties which require their constant attention. The results can be less than satisfying.

In 1965 the New York State Legislature, at the request of the Governor, enacted legislation creating the Division of Police Administration Services. The new law explained that ". . . all units of local government maintaining police forces should be encouraged to promote the highest possible standards of police administration and operations. To that end, this article is enacted to offer such units of local government voluntary and advising services for improving

the administration of their police services."*

Now, 4 years after the enabling legislation, an appraisal of the work done by this division, how it is done, some of its effects, and its projection for the future can be made. Requests from law enforcement agencies, which require at least 1 day of field work at the requesting department, are running between 50 and 60 a year and are increasing.

The nature of the requests varies, of course, but the most requested

*In 1967 the New York Legislature combined the Division of Police Administration Services with the Municipal Police Training Council under the new title of Division for Local Police, but the functions, powers, and duties of the Division of Police Administration Services remained the same.

services, in the order of their frequency, are as follows:

1. Update or create manuals of conduct.
2. Revise old or install new record systems.
3. Produce functional, narrative plans for new police buildings.
4. Personnel deployment.
5. Organization of new police departments.
6. Organizational charts.
7. Personnel matters—evaluation forms, disciplinary procedures.
8. Communications and equipment surveys.

While the entire list of past requests would include many more than the eight listed above, those not listed usually relate to these eight in some way.

Like many new agencies in State government, our division's start was slow. There was an historic reluctance on the part of local law enforcement to let a State agency know that problems existed. We held several law enforcement meetings and distributed to local departments a great amount of material explaining our programs. When they realized that this new agency had no supervisory, investigative, or subpoena powers and was truly voluntary and advisory, requests for service began to arrive. After the first few, when a chief or sheriff could personally recommend the services to another, the requests increased. Now we are handling many repeat requests for new services from departments we have previously assisted.

Policy

Early in the formation of this division an important policy was established consistent with the purpose of the legislation. A request for a study or an analysis of a law enforcement agency had to come, in writing, from the head of that agency. Generally, this means the chief or the sheriff or, where appropriate, a full-time police commissioner. This policy has since proved its effectiveness.

Many requests for surveys are received from private citizens, office-

holders, and some police employees. These requests are tactfully returned with the instruction that they be submitted, in writing, by the head of the law enforcement agency.

Confidential Aspects

This division makes no press releases on its work, other than an annual report in which the individual agencies requesting assistance are not identified. Individual reports on the work done by this division are submitted to the head of the enforcement agency requesting the service for him to disseminate as he sees fit.

The Law Enforcement Executive

Part of the New York statute charges us with the duty: "to collect, compile and disseminate current information regarding crime prevention and general developments in the field of criminal law, police administrations and operations."

To accomplish these functions, we publish "The Law Enforcement Executive" on a need rather than a deadline or calendar basis. We have averaged about five issues a year to date.

In "LEX," as we call it, we try to furnish New York State law enforcement executives information that they have indicated in our surveys they want. Primarily, the publication has published articles on police administration, operations, and management. Most of these originated in private industry. We have received excellent help from many companies in this regard, and the response from our readers has been encouraging.

Research Library

A necessary backup to all of our operations is a library of factual, authoritative, pertinent research mate-

rials from published and unpublished fields. The selection and collection of these materials is a continuing process. Current police literature, law enforcement studies, law enforcement projects and advancements in foreign countries, and current management literature help to build what we hope will be a valuable and available reservoir of information for all New York State law enforcement executives. Agencies, organizations, and sources which have been most helpful in this project include the Federal Bureau of Investigation, the International Association of Chiefs of Police, the American Management Association, the International City Managers' Association, Harvard Business Review, Administrative Management, the Chiefs and Sheriffs Association of New York State, and others.

Special Projects

Occasionally, this division is called upon to perform special projects in keeping with the current needs of law enforcement.

At the direction of the Governor's office, a field project was developed and completed to establish better liaison between the top, policymaking law enforcement officials and the heads of colleges and universities in their respective areas. Meetings bringing these officials together, in some instances for the first time, were held. Better liaison was established, and written plans specifying mutual responsibilities in the event of disorder or potential disorder were prepared. At the Governor's request, we also made a survey of large communities in potential disorder areas to determine the effectiveness of current plans, personnel, and equipment and to aid in the coordination of mutual responsibilities at both the local and State levels.

Pertinent planning guides, helpful literature, and personal consultations



Mr. Orrell A. York, Director, New York State Division for Local Police.

were used to help create the confidence that results from thorough and exact preparation.

Personnel

The staff of this division has remained small—three professional and two clerical employees—and no sizable increase is envisioned in the foreseeable future. The reasons for this are interesting. While the administrative problems of law enforcement are many, we discovered that they are similar from department to department. Consequently, when we did field work, research, and reporting on a particular problem for one department, we found that we were, except for minor local differences, solving that same problem for many other departments. This decreased the field work and research time considerably and also simplified the reporting. It is remarkable that no department has come up with a problem that some other department does not have, and fortunately in some instances, it has already been solved.

The cooperation which we receive from law enforcement in New York State is phenomenal, especially when we seek advice and assistance. Because of excellent telephone tieline

service, we can quickly and economically check with police agencies for which we have already solved a particular problem, adapt the solution to an inquiring agency, and have a happy customer. The willingness of all law enforcement agencies, Federal, State, and local, to help other agencies through this division has been a major factor in the success we have achieved.

Another reason for the limited size of the division is the fact that there have been no requests for total surveys. In the first place, a total survey of a very large department by our small agency would be impossible. Secondly, the larger departments in New York State have research and planning divisions of their own which exceed ours in size and capability. While this division is in constant contact with these larger departments, the information and assistance traded back and forth are more to our benefit than theirs, and consequently of benefit to the small and medium-size departments that we serve.

Followup Service

One vital phase of the services of this division is its availability for followup service. For instance, if a record system is designed and installed, the division follows this system to help eliminate "bugs" or to assist in making changes necessitated by experience. Generally, a tickler system is set up on a 6-month basis to see if the recommendations we made are effective and if they really do the job intended. This not only helps the agency involved, but it also provides this division with an opportunity to judge its effectiveness.

Consultants

Occasionally, problems demanding expertise beyond our staff capabilities arise. In these cases we can hire con-

sultants, at no expense to the requesting agency, to research the problem. This expense is justified at the State level because, in all probability, the research of the consultant, paid for once, will be of continuing assistance to other agencies in the future.

Cost

There is no cost for any of this division's services to New York State law enforcement agencies requesting assistance.

On the other hand, the current total annual budget of the division is approximately \$60,000.

No report on any agency, particularly a new one such as ours, would be complete without mentioning its own problems and the quest for their solution. The crime rate in New York State has not dropped because of our existence. It will not drop on account of the efforts of any single agency because only a total community effort will halt the rise of crime. We would like more knowledge on how to get this total community effort going and pointed in the right direction.

No Discounts

We would like to know how to convince all law enforcement officials that change and progress go hand in hand, that effective law enforcement requires forward-looking, modern management and planning.

Lastly, we would like to know how to convince all local officials that professional law enforcement, an obvious necessity of the times, is not available at bargain basement prices nor are there "discounts" on the safety and security of a community.

For those readers who may be interested, a pamphlet on the functions and activities of our division may be obtained at no charge by addressing: Division for Local Police, 155 Washington Avenue, Albany, N.Y. 12210.

THE BUDGET PROCESS:

Dollarizing Law Enforcement

The administration of a law enforcement department is analogous in many ways to driving an automobile. First, routine maintenance of the machine is necessary if a proper operating level is to be sustained. Second, given an acceptable mechanical performance level, the vehicle may be guided toward its predetermined objective, which, in the case of a law enforcement department, is to provide a certain level of law enforcement service to a community. Finally, a proper supply and input of fuel must be maintained at all times. Gasoline is to the operation of the automobile what money appropriations are to the law enforcement department.

To optimize the operations of his automobile, the driver is aided by gages as well as external guides. Gages test the performance level of the auto with desired vehicle standards, while roadmaps, signposts, etc., externally measure the distance traveled. The process by which a law enforcement administrator gages internal perform-



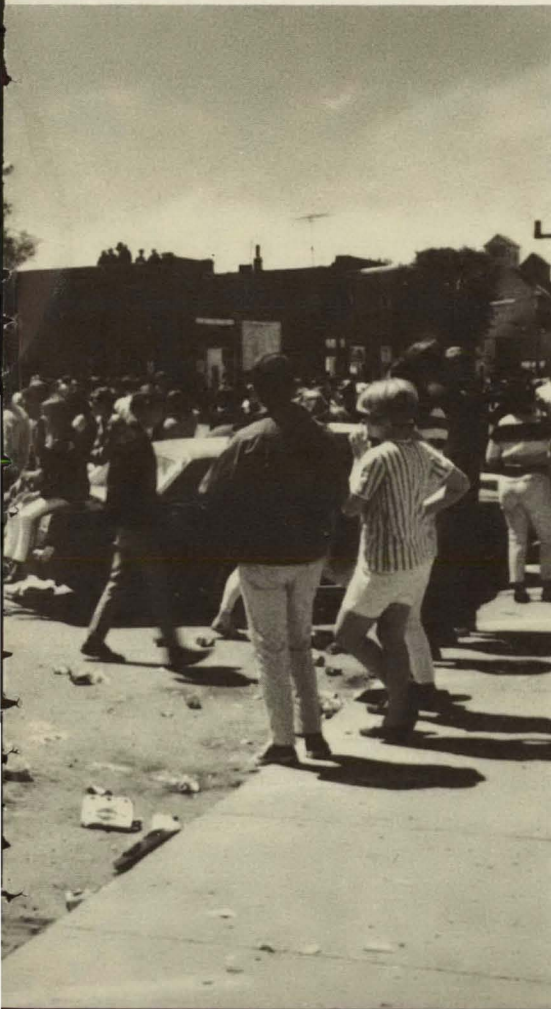
"Law enforcement departments have been subject to severe criticism from the public for responding to problems as they occurred rather than anticipating them. A major cause of this problem is lack of adequate planning and budgeting."

Planning

By

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An explosive situation can develop in minutes as it did above when a large group of college students invaded this small South Dakota community. Careful planning by anticipating such problems often results in successfully resolving the dangerous potential of a critical situation. Unanticipated response to such a situation usually brings severe criticism as well as further trouble.

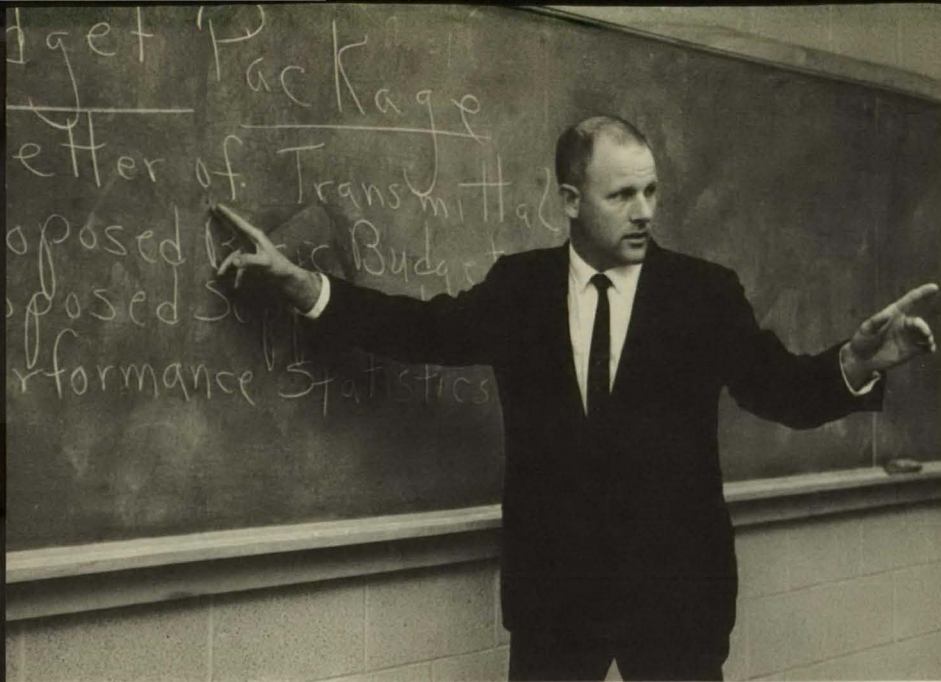
(Photo courtesy South Dakota Criminal Investigation Division.)

ance against the operating results of his department is that of budgetary control.

A Control Device

One of the most widely recognized and used means of controlling any organization is that of the budget. The application of the controlling process may be seen more clearly in budgetary controlling than in any other controlling medium. Anyone who budgets is familiar with the measuring of performance, comparing it with expectancy or a standard, and highlighting any deviations from standard so that remedial action can be pinpointed to specific activities requiring attention.

Budgetary controlling is one of the common management techniques encompassing the planning and controlling functions performed by an administrator. The planning part includes what is to be accomplished, ex-



Dr. Kaufman lectured recently at the FBI Police Management School in Minneapolis, Minn.

pressed as targets and segregated by specific activities, and covers a definite time period. The use of these budget targets for controlling purposes constitutes budgetary controlling. Precisely, it can be stated that budgetary controlling is a process of finding out what is being done and comparing these results with the corresponding budget data in order to improve accomplishments or to remedy differences by either adjusting the budget estimates or correcting the cause of the difference.

Budgeting is the formulation of plans for a given future period in numerical terms. As such, budgets are statements of anticipated results in financial terms—as in expense and capital budgets—or in monetary terms—as in budgets of direct-labor-hours, materials, physical sales volume, or units of production. It has sometimes been said that financial budgets represent the “dollarizing” of plans.

Purpose and Philosophy

The traditional approach to budgeting in governmental units has put

heavy emphasis on inputs, and hence on the object of expenditures within each organizational unit, and not on the department objectives to be achieved. Such tunnel vision of the budgeting process and purpose causes the administrator to lose sight of the whole reason for the existence of his department.

Current and emerging budgeting concepts give planning the heavy emphasis. This is especially true in the areas of determination of objectives, evaluation of alternatives, and decisionmaking. The focus on the relationships of inputs to outputs is fixed on their corresponding identification with functions, activities, and programs or level of service to the community.

Law enforcement administrators must convert the annual routine of preparing a budget into a conscious appraisal and formulation of future goals and policies. Law enforcement departments have been, and still are, subject to severe criticism from the public for responding to problems as they happen rather than anticipating them before they occur. Locked into a budget philosophy and procedure that

bases operations on little, if any, planning, a department can do little but respond in a haphazard way to unanticipated problems. With the current heavy emphasis on planning, the shift is to budget construction that anticipates problems and provides a positive programmed response.

Budgets help to correlate planning, and they permit authority to be delegated with a minimum loss of control. A budget gives a numerical statement of plans and breaks down these plans into components consistent with the department's structure and programs. In other words, reduction of plans to definite numbers establishes a kind of orderliness that permits the administrator to see clearly what funds will be spent by whom and where. He can see what expenses or units of physical input or output his plans will involve. Having ascertained this, he can more freely delegate authority to effectuate the plan within the limits of the budget.

Budget Preparation

The foundation for any budget must be a base of sound planning on the part of the administrator and his staff. Two basic principles form the guidelines of planning programs for any law enforcement department: (1) the principle of contribution to objectives and (2) the principle of efficiency of plans.

The principle of contribution to objectives states that every plan and its derivative plans must contribute in some positive way to the accomplishment of community objectives. The principle of efficiency of plans states that a plan is efficient if, when put into effect, it brings about the attainment of objectives with the minimum of unsought consequences and with positive gains greater than the costs. If a current or newly planned budget expense item fails to measure up to both of the above criteria, the

administrator will probably be unable to justify the inclusion of the item if questioned by budget review officials.

Flexibility and Time

Ancient Greek mythology tells of a highwayman named Procrustes who had an iron bedstead and all who

serious drop in the quality of service the community has come to expect.

Sometimes police administrators erroneously believe that planning freezes future action. Commitment of funds and effort does bring elements of inflexibility into planning, and plans cannot always be modified with changes of the tides or winds of the future, but no capable police admin-

Hazardous as they are, some administrators often formulate short-range plans without reference to long-range plans and goals. This is a serious error and as such cannot be overemphasized. One of the major reasons for such a circumstance lies in the time factor. Plans and their fulfillment do not necessarily nor conveniently fall into the accounting period for which we construct a budget. The planning period should be determined by what some writers call the commitment principle. The answer to how long a planning period should encompass lies in the length of the time necessary to foresee the fulfillment of the commitments involved in a decision. Thus several budget periods may be covered before the objective is fulfilled.

Time also plays another significant role—in the process of budget prep-

Budget cutting on the Procrustean bed of the municipal budget officer is a perennial hazard all police administrators must live with.

fell into his hands were measured on the bed. If they were too long, their legs were lopped off to fit the bed. If they were too short, they were stretched to fit the bed. Few are the law enforcement administrators that have not seen their programs put on the Procrustean bed of a municipal budget officer and lopped off. It then becomes imperative that one build as much flexibility into the planned program and budget as possible. One technique utilized is to make up three budgets: an optimistic one reflecting the ideal level of service to the community; an expected one giving the most likely level of service that will prevail; and, finally, a pessimistic budget plan giving the very minimum level of service that, in the administrator's judgment, the community can have without inviting a

istrator makes a single plan and then proceeds to put it into effect without regard to consequences.

Compiling correct information from many sources is critical to good budgetary planning. Police administrators must be as methodical and systematic in budgetary planning and development as their best men are in crime investigation.



aration. In an effort to keep the process moving smoothly, many communities use a budget calendar. This calendar is a schedule of deadlines for the performance of each step in the preparation, consideration, presentation, and adoption of the overall budget. Many administrators utilize a budget calendar which they have constructed for themselves, even though the governmental unit of which they are a part does not utilize one. The concept of a calendar schedule is an excellent one to give the budget-making process systematic attention.

If a law enforcement administrator is to effectively sell his program or level of service, he must supply evidence of what current or previous budgets have purchased with respect to all services provided the community. What may seem like tedious recordkeeping, is, in reality, the only hard-core evidence that the administrator can fall back on when challenged. A composite of this data yields an excellent picture of the performance of the department. This form should include a listing of all activities performed by the department as well as necessary statistical data to show the amount of effort expended. Figure A gives a brief resume in terms of quantity of activity. Figure B goes into greater detail with respect to magnitudes on costs and percentages. Each administrator must decide for himself the degree to which statistics will be used.

The Budget Package

Every budget submitted for review and approval by higher authority should present the entire program and demonstrate the level of service that can be expected with the proposed expenditure of funds. A listing of proposed expense items without supporting data should never be submitted as it merely invites confusion as well as budget cuts. A total planning or

Figure A.—Department of Police Work Program Statistics

Division (Function)	Fund: General		
	Actual 1966-67	Actual and estimated 1967-68	Estimated 1968-69
<i>General Duties: Maintenance of law and order, regulation of traffic, patrolling, crime detection, and other services to provide a safe community.</i>			
<i>Activities:</i>			
Car Patrol (hours).....	7,500	9,000	11,000
Foot Patrol (hours).....	3,500	3,600	3,800
Total Arrests.....	70	61	90
Total Complaints.....	95	108	120
Total Investigations.....	180	195	205
Total Mileage.....	40,000	45,000	55,000
Traffic Violations.....	65	59	85
Parking Tickets.....	450	425	550
Funeral Escorts.....	20	18	20
Payroll Escorts.....	12	15	15
Discovered Windows-Door Open.....	55	49	55
House Checks.....	218	240	250
Stolen Autos Recovered.....	4	3	3
Stolen Property Recovered.....	\$500	\$600	\$550
<i>Court (hours):</i>			
Off Duty.....	30	25	45
On Duty.....	60	50	70
Weddings.....	10	8	9

package concept is recommended.

The budget package should include the following items:

1. Letter of transmittal.
2. The proposed basic budget for the coming year.
3. Proposed supplemental programs.
4. Program of performance statistics.

A letter of transmittal should accompany the budget when it is submitted, even if an oral presentation is made. The letter should include a brief statement of the overall objectives of the department, a review of items to be reduced or eliminated and the consequent change in service, a statement of program measurement and results, and finally a paragraph on new and proposed programs. This letter should

be written with the overall framework of department goals and planning in mind. It is, after all, the administrator's sales agent in his absence!

The proposed basic budget should itemize proposed expenditures and compare them with actual amounts of the current period as well as the previous fiscal period. General expense headings should be utilized and detail avoided whenever possible. Old programs which are to be retained must, of course, be justified. On items that are to be increased because of new programming, a separate and somewhat detailed statement should accompany the general budget. The data to include here are the nature of the project and all expenses with respect to equipment, operating materials, and personnel.

When you plan to expand an old

Figure B.—Outline For Budget Planning

	Num-ber	Cost	Cost/Unit	Percent of total
A. Crime Suppression				
1. General Patrol				
District 1				
District 2				
District 3				
2. Inspections				
3. Other (roadblocks, etc.)				
B. Crime Investigation				
1. Answering calls for service:				
Criminal				
a. Crimes involving physical danger to victim				
b. Property crimes not involving physical danger to victims				
c. Moral offenses				
2. Investigating crimes				
a. Crimes involving physical danger to victim				
b. Property crimes not involving physical danger to victim				
c. Moral offenses				
C. Arrest and Prosecution				
1. Arresting suspected offenders				
a. Crimes involving . . .				
b. Property crimes . . .				
c. Moral offenses				
2. Assisting prosecution				
D. Noncriminal Services				
1. Traffic Control				
2. Other				
E. General Support				
1. Administrative				
2. Training				
3. Records				
F. Research and Development				

program substantially or add a new one, the budget package should include a form giving the additional equipment, personnel, operating ma-

supplemental program.

Every city governing body has not only a right but an obligation to review the performance level previous

The best budget forms are those tailormade to the department's planning and program objectives.

terials, etc., necessary to carry out that program. If explanatory statements are not included in the letter of transmittal, they should be on the same page with the estimated costs of the

budget expenditures have provided. Figures A and B will present this data fully and precisely. When one must defend his budget base against cuts, such data are indispensable.

There is no hard and fast rule on what data to include in a budget package. If anything, it is perhaps best to submit too much rather than too little. Forms vary and those which do the best job of selling one's program should be used. The best forms are those developed and tailormade to the department's planning and program objectives. All too often plans and programs follow the forms.

Common Dangers

Budgets should be used when they materially assist in major planning and control. Some budgetary control programs are so complete and detailed that they become cumbersome, meaningless, and unduly expensive. The following are commonly found dangers and pitfalls in budgeting:

1. There is danger in overbudgeting. If administrators spell out minor expenses in excessive detail, the budget becomes a "Procrustean bed" rather than an administrative tool. Sometimes expenses are budgeted in such useless detail that the cost of budgeting exceeds the expense being controlled.
2. There is danger in allowing budgetary goals to supersede organizational goals. In his zeal to keep within budget limits, an administrator may forget that he owes primary allegiance to the organization's objectives. The budget is a means—not an end in itself.
3. A latent danger sometimes found in budgeting is that of hiding inefficiencies. Budgets have a way of growing from precedent, and the fact that a certain expenditure was made in the past becomes evidence of its reasonableness in the present; if a department once spent a given amount for supplies, this can become a fixture in future budgets whether needed or not.
4. Perhaps the greatest danger in controlling through budgets lies in inflexibility. Even if budgeting is limited to major items and not used to supplant management, the reduction of plans to numerical terms gives them a kind of illusive definiteness. It is entirely possible that events will prove that a larger amount should be spent for this kind of manpower or that kind of material and smaller amounts for another.

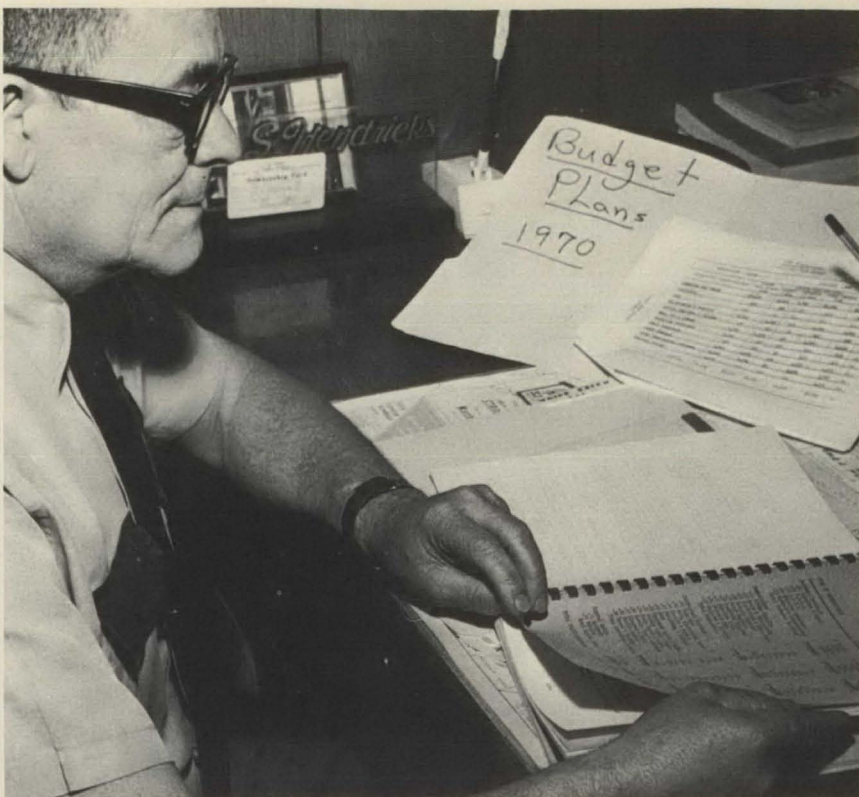
Presentation Strategy

Excellence of budget preparation is essential to successful fulfillment of plans but represents only the first phase of the process. Typically, adoption of the budget with as few cut-backs as possible usually depends on the administrator's ability as a tactician. In any governmental unit strategy in planning for budget adoption necessitates careful forethought for meeting and dealing with the organization's finance and/or governing board as well as with external forces that affect the accomplishments of a police department's stated objectives. In particular, budget plans in the form of strategies represent necessary action intended to maintain or increase the amount of money available to the department.

There are many strategies used in planning, and they usually are expressed in the form of a simile, such as, "divide and rule," "two heads are better than one," etc. The best strategy for a police administrator is a straightforward, positive approach without any deception. His prime efforts should be simple and direct to secure support for sound organizational programs. To do this, he must proceed from three firm bases.

Successful Administration

The administrator must first of all develop the confidence of others in himself and his program. This is done by demonstrating quality in performance. A good measure of confidence of others in you is your ability to secure emergency funds on short notice with little or limited supporting information. Secondly, an administrator must be able to show results, for if he cannot produce, his effectiveness as an organization administrator on budget matters is severely compromised. Finally, one must develop as wide an interest in his program as



Developing and utilizing such systematic techniques as a budget calendar provide an organized and deliberate approach to budgetary procedures that reduce needless errors and oversight and make possible careful and thoughtful planning.

possible—the broader the base of support, the greater the chance of obtaining budget requests.

Planning for any budget to survive the review and adoption stages without serious cuts must focus on evolving strategies for keeping existing programs, expanding existing programs, and adding new programs. All strategies must be based on sound planning and programs. From the standpoint of effective law enforcement operations, some cutting of popular programs or even entire programs is preferable to across-the-board percentage cuts. While the police administrator hopes to avoid all cuts, he should expect some reductions will be made and therefore prepare his budget in such a manner as to preclude overall cuts. Reductions in funds for popular and vital programs are more likely to be restored. What some administrators fail to

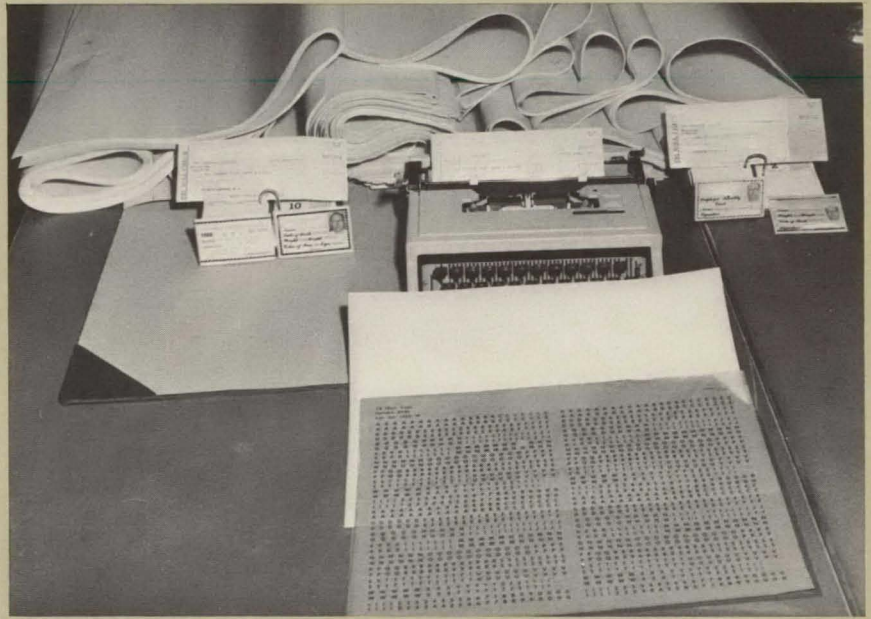
understand is that their actions in presenting a budget can be positive or negative.

Present-day law enforcement administrators must operate in a highly dynamic culture and society, where change is the rule, not the exception. Change may be sudden and extensive, or it may be slow and almost imperceptible. Change frequently gives rise to problems and planning allows one to master these. Law enforcement budget practices must reflect and recognize the realities of the times in which we live. To fail to understand or ignore the nature of the organization of which one is a part is to close one's eyes to the facts of organization life. Successful law enforcement administrators deal with foreseen problems, and unsuccessful administrators struggle with unforeseen problems. Careful budgetary planning could often mean the difference.

NATIONWIDE CRIMESCOPE

MAKING HIS PAY

Following the arrest of a suspect in a fraudulent check case, FBI Agents seized approximately 30 lbs. of safety paper, a typewriter, a type kit, a check register, and a checkwriter. The man admitted he had cut identification cards and check-size rectangles from the safety paper. He then had cut letters from an alphabet in the type kit and transferred them onto the paper by rubbing the reverse side. Through this system he printed any type of check or personal ID he desired. In preparing fraudulent payroll checks, he would either type the date, payee, and amount or use the checkwriter. The checkpasser pled guilty to conspiring to violate the interstate transportation of stolen property statute and was sentenced to 3 years in the custody of the Attorney General.



A checkpasser used this safety paper, the typewriter, and type kit in preparing fraudulent payroll checks and personal identification cards.

VICIOUS CONFIDENCE GAME

A police department in the Midwest reported that young women have been victimized in a confidence scheme in which they were led to believe they were being interviewed for jobs with major airlines. The con men obtain brochures from various airline ticket offices and make their headquarters in nearby hotels or motels under the pretense of hiring young women as airline hostesses and for other positions.

It was reported that, on several occasions when the women appeared

for the "interviews" in response to an advertisement, they have been swindled out of various sums of money and in some instances have been physically assaulted.

WEAPON MADE FROM PLAYING CARDS

While checking the maximum security section of a county jail in a western city, officials found a makeshift weapon which had been constructed from playing cards.

Several cards had been soaked in water, rolled tightly, and tied with string into a cylinder approximately $\frac{3}{8}$ of an inch in diameter. One end of the roll had been sealed securely with melted plastic from a toothbrush handle or comb. A primer hole had been drilled near the sealed end of the cylinder. Matchheads were then placed in the barrel end and packed against the plastic base, and crushed matchheads were poured into the primer hole. The crude device could then be fired by placing a sharp pointed projectile in the open end and lighting the matchheads through the primer hole.

Fingerprint science is a positive means of identification, and in the hands of knowledgeable technicians and experts, it is a potent weapon in the continuing fight against crime.

“Fingerprints Do Not Lie”

The October 1968 issue of *The Legal Aid Briefcase*, a publication of the National Legal Aid Defender Association, featured an article entitled “Some Fingerprints Lie.” This concerned a murder trial in which a defense witness testified that a latent fingerprint found on the headboard of the victim’s bed was not identical with the finger impression of the defendant, although two prosecution fingerprint experts testified that the latent print was identical with the fingerprint of the defendant. The defendant was found not guilty. While no attempt is being made here to question the merits of the verdict in this case, one part of the evidence concerned fingerprint identification and the referenced article attempts to cast serious doubt on the infallibility of fingerprint evidence.

FBI fingerprint experts have since examined the fingerprint evidence in this case and found that the latent fin-

gerprint is identical with the fingerprint of the defendant, and, also, that two of the points of identity indicated on the exhibits used in court were erroneously charted. FBI experts located and charted 24 points of identity on photographic enlargements of the latent and inked fingerprints.

Professional Microscopist

The defense fingerprint witness, who described himself as a professional microscopist (one who examines materials under a microscope), was retained by the defense counsel to rebut the fingerprint testimony of one of the prosecution experts. He testified that, after viewing the latent fingerprint in question through a 25-power binocular microscope, and after conducting his own examination, he determined that the latent fingerprint from the bed was *not* identical with the known fingerprint of the

defendant. He claimed he was able to locate the 14 points of similarity testified to by the first police expert, but, after examining the prints under his 25-power microscope, he found “three distinct and crucial differences in the prints submitted.”

An additional latent fingerprint of the defendant was found on a beer glass at the scene of the crime. It is interesting to note that the defense fingerprint witness concurred with the prosecution witnesses’ identification of this print with a fingerprint of the defendant, although the quality of the fingerprint from the headboard, which he said was not identical, is better than the quality of the latent fingerprint removed from the beer glass.

Matching Points

The microscopist contended that, in effecting an identification of two

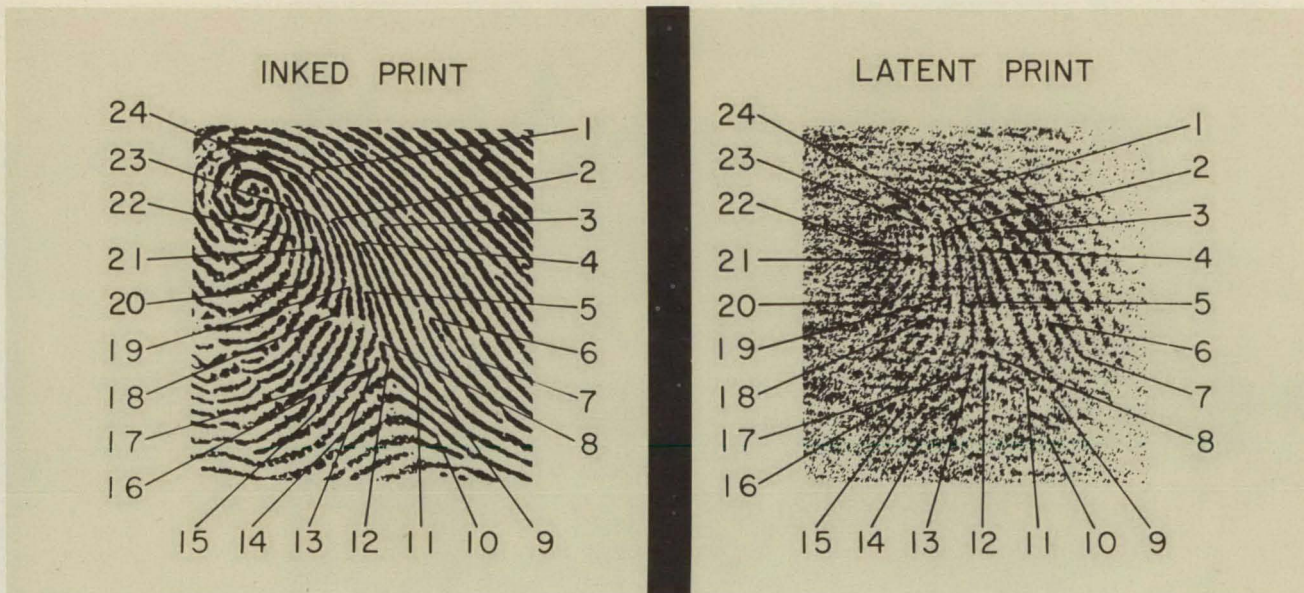


Chart illustrating matching characteristics in fingerprint from bed and print of defendant.

prints, it is necessary to have as many matching points as possible, which may range from "one to a thousand." It is a commonly observed fact that most fingerprints, even when nearly complete, would normally contain only from 75 to 150 identifiable ridge characteristics. He testified that regardless of the number of matching characteristics present, one point of dissimilarity would result in the conclusion that the two fingerprints are not identical; that is, that they were not made by the same finger. FBI fingerprint experts state unequivocally that any two fingerprints possessing as many as 14 identical ridge characteristics, the number which the defense witness acknowledged when he testified concerning the fingerprint in question, would certainly contain no dissimilarities in the ridge formation.

In describing his fingerprint examinations, the defense witness claimed he used a geometric pattern technique of drawing lines between ridge characteristics to discover his "diversities," which technique he claimed is employed by the FBI. This tech-

nique is certainly not used by the FBI, although it has previously come to our attention. It is not considered a valid method of establishing identity, as it can lead to erroneous conclusions. Our fingerprint experts point out that impressions made by the same finger may show considerable variation between the actual physical location of the ridge characteristics. This could be caused by many factors, such as twisting and pressure exerted when the latent impression is left on a surface or when an inked impression is being obtained from the finger, the degree of perspiration or oily matter present on the fingers, the nature or condition of the surface on which the latent print is left, or the adherence of powder used in developing the latent impression.

Magnifying Glass

It is ironic that the microscopist would use as one of his strong points the fact that he used a 25-power magnifying glass in examining the evidence. In reality, 4- or 5-power

magnifiers are far superior for classification and comparison purposes because such magnification offers the maximum contrast and sharpness of the very ridge detail which the fingerprint expert is observing. Frequently, fingerprint experts will, however, enlarge fingerprints 10 times or more in preparing charts for illustrative purposes in furnishing testimony for the purpose of demonstrating the fingerprint identification to the jury and others present in court who have a limited knowledge of fingerprint identification.

Rebuttal Letter

The June 1969 issue of *The Legal Aid Briefcase* published a letter dated April 23, 1969, from FBI Director J. Edgar Hoover rebutting the October 1968 article of this same publication.

Fingerprint science is a positive means of identification, and in the hands of knowledgeable technicians and experts, it is a potent weapon in the continuing fight against crime. Fingerprints do *not* lie.



A cameraman on location video tapes "Beware of Strangers" program.

Television Production By Police

The Winter Park, Fla., Police Department has recently begun using its closed-circuit television equipment for producing short video tapes for training purposes, demonstrations, and public relations work. Police TV equipment includes a video tape recorder; three cameras, one a view type; and an audio-video regulator for picture and sound.

In the training field this department is making 15-minute tapes for rollcall sessions, and police officials also invite guest lecturers to make video tapes. This technique permits personnel to view the training films at different times and get the benefit of

lectures they may not have been able to attend.

Video tapes have been useful in demonstrating existing conditions that require change and for visually justifying budget requests.

For its public relations work, the department has produced a short film for elementary school children entitled "Beware of Strangers." Recent sex murders of two children in the area make this subject particularly appropriate. The production encompasses the principles of simplicity and repetition and tries to improve the image of police at the grade school level. Most schools have closed-circuit tele-

vision facilities, and the department's video tape recorder can easily be plugged into existing school systems. The film has already been shown to 5,000 children and has been well received.

The local television station, the city telephone company, and the theater arts department of a local college have provided assistance to the police in their video tape projects.

Future productions planned by the Winter Park police include a tour of headquarters for the public and interviews with admitted drug users for high school students.

INVESTIGATORS' AIDS

OWNERSHIP PROVED BY LATENT PRINT

Local police in a southwest city, while executing a search warrant, recovered a small transistor radio which had no serial number. Without a serial number, the owner could not make a positive identification of the radio, although he was reasonably sure it was his.

An FBI Agent, in discussing the case with local officers, suggested the battery be checked for possible latent prints of the owner. Fortunately, the officers found an excellent latent print of the owner on the battery which had been installed just prior to the theft. The defendant, on learning of this conclusive evidence, pleaded guilty to a charge of burglary and was sentenced to 5 years' imprisonment.

AID FOR STRANDED FEMALE MOTORISTS

The Fort Worth, Tex., Police Department has initiated a program to help protect stranded women drivers from robbers and rapists.

The project, known as Operation Lone Woman, calls for women who have motor vehicle trouble at night to use their automobiles for protection against criminals. When they have a breakdown at night, they are urged to raise the hood of the car, lock themselves inside the vehicle, and stay there until police come by on patrol. Also, officers are instructed to be alert for stranded motorists and

give assistance. This program originated after the department made a 10-month study and determined that women motorists are attacked most often at night when their cars are disabled.

AN ELECTRONIC ASSIST

An armed robber was foiled by a modern scientific crime detection device as he attempted to rob a bartender in a southwest city recently.

The sheriff's department reported that, when the gunman ordered the bartender to lie on the floor, the victim complied but activated a small electronic device which he had on his person. The gadget sent a signal to other equipment which automatically dialed the sheriff's office telephone number, the number at the residence of the bar's owner, and the number of a business establishment across the street. When each of the telephones was answered, a prerecorded message advised that a robbery was occurring at the bar. As a result, the gunman was immediately apprehended.

NARCOTICS USERS

A study made by the New York City Police Department's Crime Analysis Section reveals that more than 9 percent of all persons arrested in that city in 1968 admitted they were drug users. Of the 187,613 persons arrested, 17,039 advised they were users

of illegal drugs—an increase of 1.5 percent over the figures for 1967.

Most of the admitted narcotics users were persons arrested for crimes against property rather than for crimes against the person. They committed 7.7 percent of the total property crimes in New York City as compared to 1.7 percent of all violent crimes.

BURGLAR MO FILE

In an effort to solve a record wave of burglaries, a midwestern city police department has set up an index on burglar techniques. This file system has enabled the police to categorize the thieves by age groups. The officers state they have found that juveniles usually take something they can use, such as a radio, food, or drink, while professional burglars generally take money or items they can quickly sell.

YOU CAN'T TAKE IT WITH YOU

During a recent burglary investigation in a western city, a suspect advised an officer that he had found funeral homes to be a good source of jewelry, wallets, credit cards, and other identification cards. He stated that personal items of deceased persons are often placed on a desk in the office and that he had even removed valuables from corpses recently brought to the mortuaries.

WANTED BY THE FBI



JAMES WILLIAM TARTT, also known as: J. W. Tart, Jr., James Tartt, Jr., James Junior Tartt, James Robert Tartt, James Todd.

Interstate Flight—Murder

James William Tartt is being sought by the FBI for unlawful interstate flight to avoid prosecution for murder. The crime occurred on February 6, 1967, when Tartt allegedly shot and killed a man who was standing with his wife on a downtown street in San Francisco, Calif. A Federal warrant for Tartt's arrest was issued on March 10, 1967, at San Francisco.

Tartt has been convicted of possession of narcotics and burglary.

Description

Age----- 37, born July 27, 1932, at Lauderdale, Miss.
 Height----- 5 feet 4 inches to 5 feet 6 inches.
 Weight----- 135 to 140 pounds.
 Build----- Medium.
 Hair----- Black.
 Eyes----- Brown.
 Complexion----- Light brown.
 Race----- Negro.
 Nationality----- American.
 Scars and marks----- Mole above left eyebrow, scar on left temple, scar on right eyelid, scars on face, mole on palm of right hand.

Occupations----- Cook, mechanic, porter, taxicab driver.
 Remarks----- Reportedly addicted to the use of narcotics. May wear small mustache, reportedly is left-handed, wears upper denture and partial lower plate.
 FBI No----- 5, 114, 327
 Fingerprint classification: 17 L 1 T IO 12
 M 1 U IOO

Caution

Since Tartt is being sought for a murder in which the victim died from gunshot wounds, he should be considered armed and dangerous.

Notify the FBI

Any person having information which might assist in locating this fugitive is requested to notify immediately the Director of the Federal Bureau of Investigation, U.S. Department of Justice, Washington, D.C. 20535, or the Special Agent in Charge of the nearest FBI field office, the telephone number of which appears on the first page of most local directories.

NCIC HITS

A Detroit, Mich., supermarket was held up by two armed men, one of whom was apprehended at the scene by an off-duty police officer shopping in the store. The identity of the other gunman was learned, and his description and warrant information were placed in the FBI's NCIC. Thirty days later, Des Moines, Iowa, police stopped the cohort for speeding, made an inquiry of NCIC about him, and learned immediately he was wanted in Detroit for armed robbery.

Two other Detroit police officers stopped a car with no brakelights. When the driver was unable to produce a driver's license, the officers escorted him to his home nearby, where he obtained his Ohio operator's license. Furnishing the operator's license information, they requested an NCIC inquiry and immediately learned this individual was wanted for grand larceny by the Fayette, Ohio, Sheriff's Department.

POLICE EMPLOYEE STATISTICS

In 1968, an estimated 463,000 persons were employed in local and State police protection in the United States, according to the Bureau of the Census. Of this total, 412,000 were local police employees and 52,000 were employed in State agencies. The total figure is an increase of 4.5 percent over the 1967 total.

The Bureau of the Census' publication, "Public Employment in 1968," also shows that the average monthly earnings of full-time police employees were \$664 as compared to \$594 in 1967. Average monthly earnings for local fire protection employees were listed as \$669, and those for instructional personnel in local schools as \$725.

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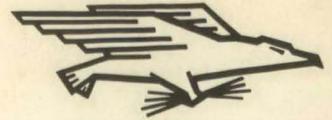


Col. Jose G. Lukban, Police Commissioner, Manila, Republic of the Philippines, and Director J. Edgar Hoover recently renewed their old friendship in a meeting at FBI Headquarters.

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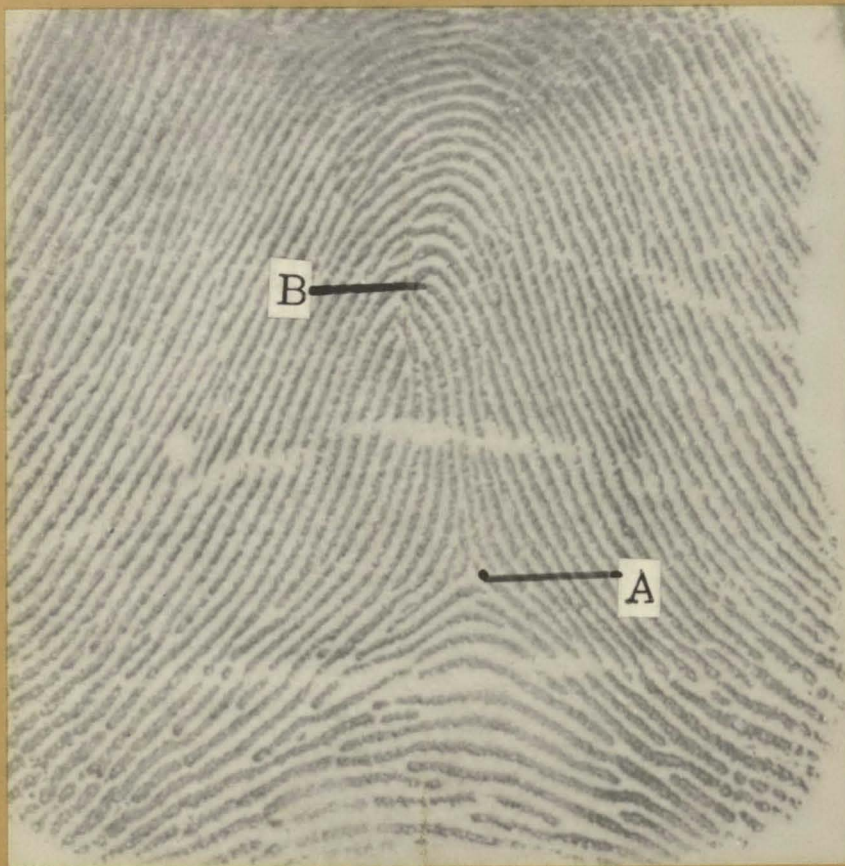
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QUESTIONABLE PATTERN



The questionable pattern presented above is given the preferred classification of a loop with one ridge count and is referenced to a tented arch. The delta is found at point A and the core is located at point B.