

Guarding Citizen and Business from Law-breakers

Value of Fingerprint Records in Preventing Employment of Criminals under False Pre- tenses and in Tracing Witnesses

By JOHN EDGAR HOOVER,

Director, United States Bureau of Investigation

IT IS PROBABLY because fingerprints first came into widespread usage in law enforcement work, that the general public has associated this indispensable means of identification with crime and criminals.

When considering the many identification bureaus throughout the world, the Identification Division of the United States Bureau of Investigation is recognized nationally and internationally as possessing the largest reservoir or source of criminal identifying data in existence.

The Bureau has more than 3,576,000 fingerprints and more than 4,696,000 index cards in its collections, involving about 2,550,000 different individuals. During the last fiscal year 573,731 fingerprint cards were received in the Bureau and 39 per cent of these were identified with prior records. At this time nearly 2,200 additional cards are being received in the Bureau daily from more than 5,800 contributing law enforcement agencies in the United States and foreign countries.

This huge source of identification data, in addition to furnishing indispensable data for law enforcing agencies, also has additional uses which are available to the individual.

How can an employer determine through the services of the Bureau if a prospective employe has a criminal record? How may a citizen determine the whereabouts of necessary witnesses or prospective defendants in civil suits?

These questions represent two phases of the Bureau's work in the civil identification field. In addition to these uses, the records of the Bureau are frequently of aid in identifying unknown deceased persons or amnesia victims.

When the records contained in the Bureau's files were found to possess such great value for criminal purposes, many law en-

forcement agencies initiated the practice of routing or clearing through the Bureau, fingerprints of applicants for positions as peace officers to determine whether they had previous criminal records. In addition, various branches of the armed services of the United States, upon occasion, have cleared their fingerprints through the Bureau in this manner, identifications averaging 5 per cent of all these prints handled.

The United States Civil Service Commission adopted this practice about four years ago. In a large number of cases it was found that persons whose offenses were detected through the fingerprints, had given untruthful answers to questions on the application blanks.

Results obtained in such identification work were so favorable that on July 1, 1932, the Civil Service Fingerprint Division was consolidated with that of the United States Bureau of Investigation.

Since the major part of the fingerprint identifications made by the Bureau are handled through the prints submitted by local law enforcement agencies, a business man or large employer of labor would have to secure the cooperation of his local law enforcement agencies in submitting any fingerprints to the Bureau. If these agencies are willing to send the fingerprints in to Washington, the Bureau of Investigation will search for any existing record without charge to the local officers.

The second class of civil prints is that which deals with the identification of unknown deceased persons or amnesia victims. The Bureau's work in examining fingerprint cards forwarded by law enforcement officers in the cases of persons who have been found dead, either from violence or natural causes,

United States News - Washington, D. C.

June 10th to 17th 1933

or of individuals suffering from loss of memory, necessarily is usually confined to an examination of its own criminal records. It follows, therefore, that unless a person has been involved in some criminal activities, an identification cannot be established unless his fingerprints correspond with one of the approximately 149,000 Civil Service prints now in the Bureau's possession.

Indicative of the scope of the Bureau's work in the establishment of identifications of unknown deceased persons, there was a rather unusual identification effected in December, 1930, when an individual endeavored to effect a robbery at Huntsville, Ala., and was killed by a shopkeeper's wife. This person was found to be identical with an escaped prisoner from the North Carolina State Penitentiary at Raleigh.

Another case is that of the person who committed suicide in an Iowa city in November of 1930. When his fingerprint card was searched in the Bureau's files it was found he had been arrested previously in South Dakota, and the Iowa officials were enabled to trace his relatives from the point where he had been taken into custody previously.

One instance of misrepresentation which was recently cleared up by the Bureau was that of a person living in North Carolina who attracted wide attention through claiming to be a former prominent member of the Lafayette Esquadriile reported killed in France. He was identified by the Bureau through a fingerprint search as a deserter from the United States Navy, and was not possessed of a World War record.

These cases which have been described routine cases with the Bureau. It establishes numerous similar identifications every month.

The location of prospective defendants or

missing witnesses in court cases is another important service of the Bureau. When the Bureau is informed that a law enforcement agency desires the apprehension of a fugitive and the fingerprints of that individual are available, a wanted notice is placed in the fugitive's record. This insures his identification when his fingerprints are next received from any of the 5,881 contributors to the Bureau. Through this medium 350 fugitives are identified each month.

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An illustration of the work of the Bureau in identifying witnesses wanted in connection with a civil case is furnished in a matter arising in September, 1931, when an identification effected by the Bureau resulted in locating the insured person in a War Risk Insurance case, which was before the Veterans' Bureau. The action undertaken by the Bureau in this matter enabled the Federal Government to successfully defend a \$10,000 suit brought against it under the presumption that the former soldier was deceased. He had been missing for more than seven years.

These illustrations of what may be called the civil identification activities of the Bureau of Investigation are indicative of its activities not only in the field of law enforcement but in the identification of various persons whose true identity may be clouded in doubt or totally unknown.

The Identification Division service is rendered free to all legally constituted law enforcement officials and agencies. Criminal identification data on file have been of material assistance in increasing the efficiency of the operation of police departments and other law enforcement agencies, including prosecutors and judges, as well as in assisting many citizens in solving their problems.

July 1, 1933.

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THE UNITED STATES BUREAU OF INVESTIGATION

Investigative Jurisdiction.

The United States Bureau of Investigation has the responsibility of investigating offenses against the laws of the United States and collecting evidence in cases in which the United States is or may be a party, and possesses primary investigative jurisdiction of those offenses against the laws of the United States not specifically assigned by Congressional enactment to other Governmental agencies for investigation.

This Bureau does not investigate violations of the National Prohibition Act, the Narcotic Laws, Smuggling, Counterfeiting, Immigration Laws, and certain other miscellaneous statutes.

Among the most generally known violations investigated by the United States Bureau of Investigation are the following:

Bankruptcy Act; Antitrust Laws; National Bank and Federal Reserve Acts; Crimes on the High Seas and on Indian and Government Reservations; Frauds Against the Government; Impersonation; Peonage; Theft of Government Property; Bribery of Government Officers; Espionage; Escaped Federal Prisoners; Neutrality

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Laws; Perjury; Pardons; Parole and Probation Matters; and certain violations involving interstate or foreign transportation, including the National Motor Vehicle Theft Act, known as the Dyer Act; White Slave Traffic Act, known as the Mann Act; Kidnaping; and Thefts from Interstate Shipments.

Organization

It requires a comprehensive organization to investigate such a large number of important Federal crimes throughout the United States, Hawaii, and Alaska. In order to perform its work most expeditiously and economically, the Bureau has offices in twenty-two cities located throughout the United States and Hawaii. Its investigative activities are not limited by State boundary lines. A Special Agent in Charge has charge of each of its respective offices which covers a definite geographic area. As occasion requires, the number of employees assigned to each office varies with the amount of work to be performed. For instance, if the number of cases in the territory covered by the Jacksonville, Florida, Office is comparatively few, while the number of cases covered by the New York Office is unusually large, employees may be shifted from Jacksonville to the New York Office, or from Portland to Philadelphia, or from New Orleans to San Francisco, as the occasion demands.

This is, of course, a distinct advantage, and permits thorough and prompt attention to be given every case referred to the

Bureau for investigative action to the end that all pertinent evidence and facts may be collected and presented to the appropriate United States Attorney in proper form for his opinion as to prosecution.

Personnel

The Bureau gives most careful consideration to the selection and appointment of all its employees. Only duly qualified graduates of recognized law schools, who are usually members of the bar, or expert accountants with practical experience, are appointed as Special Agents. Applicants for appointment to investigative positions must be between 25 and 35 years of age. Upon their appointment, Special Agents are given intensive training courses at Washington, where they are required to master all phases of their work. Special Agents in Charge of the field offices of the Bureau are in turn selected from those employees who have proven themselves to be possessed of investigative, administrative, and executive ability of the highest order. All employees are required to render appropriate assistance to law enforcement officials at all times and to strictly observe the rights of all persons with whom they come in contact. The Bureau, as a result of the high standard maintained by its employees, is enabled to attract to its ranks individuals of integrity and ability.

Accomplishments

The accomplishments of the United States Bureau of Investigation have been commended in the highest terms by the Courts, prosecuting officers, and law enforcement officials generally. Statistics at best

are rather dry, but offer the most concise method of outlining the achievements of the Bureau. Convictions were secured in 95.51% of all cases investigated by the Bureau which were presented to grand juries.

During the fiscal year 1933, 3,896 convictions - that is, an average of more than 10 convictions for each day in the year - were obtained in cases investigated by the United States Bureau of Investigation.

The sentences imposed in these cases included 7 life sentences and totaled over 4,764 years, exclusive of probationary sentences, totaling 2,659 years, and suspended sentences of 1149 years. The fines imposed during the same year totaled \$326,177.07.

The total value of recoveries effected in cases wherein employees of the Bureau performed investigative work amounted to \$6,392,332.82.

During the same fiscal year 1163 Federal fugitives from justice were located - an average of between 3 and 4 Federal fugitives located per day. In addition, the Identification Division of the Bureau assisted various law enforcement officials throughout the United States in identifying 3,818 fugitives during the same year. Stolen motor vehicles numbering 3,050 and valued at \$1,200,307.32 were recovered in cases in which the Bureau performed investigative work for the fiscal year 1933. Since the enactment of the National Motor Vehicle Theft Act, or to give its commonly accepted name, the Dyer Act, in October, 1919, until June 30, 1933, 34,393 stolen motor vehicles valued at \$22,917,143.52 have been recovered in cases in which the Bureau performed investigative work.

A saving of \$454,298.16 of the Bureau's appropriation for the fiscal year 1933, which totaled \$2,775,000, was effected by economy measures.

Identification Division

The Identification Division of the United States Bureau of Investigation is maintained at Washington, D. C., and was established on July 1, 1924, to operate as a national clearing house of identification data. At the date of its inception, it began with approximately 800,000 fingerprint records which had comprised the collections of the bureau maintained at the United States Penitentiary, Leavenworth, Kansas, and of the National Bureau of Criminal Identification, Washington, D. C., which had been operated by the International Association of Chiefs of Police.

Since its establishment in 1924, the Identification Division of the United States Bureau of Investigation has had a phenomenal growth. During the fiscal year of 1933 alone, it received over 543,000 criminal fingerprint cards in addition to applicant and civil records.

On July 1, 1933, there were more than 3,780,000 fingerprint records on file, representing the largest and most complete collection of criminal fingerprint records of current value existing anywhere in the world. This division now receives criminal identification data from over 5,900 contributors in the United States and foreign countries, and receives more than 2,200 fingerprint cards each day, replying to each of these cards within 36 hours.

The subjects of over 45% of all the prints received are identified as having prior criminal records. By means of posting notices of wanted persons in this division, the Bureau at present identifies more than 300 fugitives each month, immediately notifying the proper officials so that these fugitives may be taken into custody. This entire service is furnished free of cost and is maintained solely for the convenience and use of regularly constituted law enforcement officials and agencies. These data are not made available for private purposes. At the present time, the Identification Division of the Bureau exchanges fingerprint records with 41 foreign countries to help cope with the operations of international confidence men, swindlers and gangsters.

"Fugitives Wanted by Police" Bulletins

As an aid to law enforcement agencies in their war upon crime and criminals, the Bureau publishes a "Fugitives Wanted by Police" bulletin monthly, in which are listed the names, aliases, descriptions, and fingerprint classifications of wanted fugitives, together with the names and addresses of law enforcement officials and agencies to be notified when the fugitives are located. These bulletins are distributed each month by the Bureau to the 5041 law enforcement officials and agencies who forward fingerprints for the Bureau's files.

Crime Statistics

By Act of Congress, approved June 11, 1930, the United States Bureau of Investigation was authorized to collect and compile criminal

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statistics. During the first six months of 1933, reports were received from 1586 police departments throughout the United States, representing a population area of almost 84,000,000 persons. A bulletin containing a digest of figures on crime statistics throughout the entire country is issued quarterly by the Bureau.

Research Division

The Bureau also maintains at Washington a Mechanical Laboratory for the study of ballistics, handwriting, typewriting, photography, and fingerprint identification work to keep abreast of developments which are of assistance in the scientific investigation of crime.

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JOHN EDGAR HOOVER
DIRECTOR

U. S. Bureau of Investigation

Department of Justice

Washington, D. C.

July 1, 1933.

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Among the most generally known violations investigated by the United States Bureau of Investigation are the following:

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Accomplishments

The accomplishments of the United States Bureau of Investigation have been commended in the highest terms by the Courts, prosecuting officers, and law enforcement officials generally. Statistics at best

are rather dry, but offer the most concise method of outlining the achievements of the Bureau. Convictions were secured in ~~68.70%~~^{95.51} of all cases investigated by the Bureau which were presented to grand juries.

During the fiscal year 1932, ~~4,795~~^{3,896} convictions - that is, an average of more than ~~10~~¹⁰ convictions for each day in the year - were obtained in cases investigated by the United States Bureau of Investigation.

The sentences imposed in these cases included ~~7~~⁷ life sentences and totaled over ~~6,405~~⁴⁷⁶⁴ years, exclusive of probationary sentences, totaling ~~2,597~~²⁶⁵⁹ years, and suspended sentences of ~~695~~¹¹⁴⁹ years. The fines imposed during the same year totaled over ~~324,000~~^{326,177.07}.

The total value of recoveries effected in cases wherein employees of the Bureau performed investigative work amounted to over ~~2,524,000~~^{2,6392,332.82}.

During the same fiscal year, ~~1,255~~¹¹⁶³ Federal fugitives from justice were located - an average of between 3 and 4 Federal fugitives located per day. In addition, the Identification Division of the Bureau assisted various law enforcement officials throughout the United States in identifying ~~2,455~~^{3,818} fugitives during the same year. Stolen motor vehicles numbering ~~8,322~~³⁰⁵⁰, and valued at over ~~1,416,000~~^{1,200,307.32} were recovered in cases in which the Bureau performed investigative work for the fiscal year ~~1932~~¹⁹³³. Since the enactment of the National Motor Vehicle Theft Act, or to give its commonly accepted name, the Dyer Act, in October 1919, until June 30, 1932, ~~31,343~~^{38,393} stolen motor vehicles valued at over ~~21,716,000~~^{22,917,143.52} have been recovered in cases in which the Bureau performed investigative work.

Through economies effected in the operation of the Bureau,
A saving of \$54,298.16
the sum of ~~2,222,500.31~~ of the Bureau's appropriation for the year
1933 ~~1932~~, which totaled ~~2,276,798.31~~ *\$2,775,000.00*, was returned to the Treasury as savings.

Identification Division

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The Identification Division of the United States Bureau of Investigation is maintained at Washington, D. C., and was established on July 1, 1924, to operate as a national clearing house of identification data. At the date of its inception, it began with approximately 800,000 fingerprint records which had comprised the collections of the bureau maintained at the United States Penitentiary, Leavenworth, Kansas, and of the National Bureau of Criminal Identification, Washington, D. C., which had been operated by the International Association of Chiefs of Police.

Since its establishment in 1924, the Identification Division of the United States Bureau of Investigation has had a phenomenal growth. During the fiscal year of 1933 alone, it received over ~~575,000~~ *540,000* ^{annual} fingerprint cards *in addition to applicant and civil records.*
July 1, 1933 *3,621,000*
On February 1, 1933, there were more than 3,386,000 fingerprint records on file, representing the largest and most complete collection of criminal fingerprint records of current value existing anywhere in the world. This division now receives criminal identification *5900* data from over 5,300 contributors in the United States and foreign *2200* countries, and receives more than 2,000 fingerprint cards each day, replying to each of these cards within 36 hours.

The subjects of over 45% of all the prints received are identified as having prior criminal records. By means of posting notices of wanted persons in this division, the Bureau at present identifies more than 350 fugitives each month, immediately notifying the proper officials so that these fugitives may be taken into custody. This entire service is furnished free of cost and is maintained solely for the convenience and use of regularly constituted law enforcement officials and agencies. ^{aw} This data is not made available for private purposes. At the present time, the Identification Division of the Bureau exchanges fingerprint records with ~~over 33~~ ^{40 41} foreign countries to help cope with the operations of international confidence men, swindlers and gangsters.

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As an aid to law enforcement agencies in their war upon crime and criminals, the Bureau publishes a "Fugitives Wanted by Police" bulletin monthly, in which are listed the names, aliases, descriptions, and fingerprint classification of wanted fugitives, together with the names and addresses of law enforcement officials and agencies to be notified when the fugitives are located. These bulletins are distributed each month (through the Bureau's field offices) ^{the} to more than

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17,000 law enforcement officials and agencies throughout the United States. *who forward suggestions for the Bureau file.*

Crime Statistics

By Act of Congress, approved June 11, 1930, the United States Bureau of Investigation was authorized to collect and compile criminal

the first six months of 1933
statistics. During ~~the year 1932~~, reports were received from ~~1575~~ *1586* /
police departments throughout the United States, representing a
population area of ~~over 53,218,000~~ *about 54,000,000* persons. A ~~quarterly~~ bulletin
containing a digest of figures on crime statistics throughout the
entire country is issued ~~quarterly~~ *quarterly by the Bureau*.

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Technical Lab.

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DIRECTOR

U. S. Bureau of Investigation

Department of Justice
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The sentences imposed in these cases included ⁷ life sentences and totaled over ^{4,764}~~5,405~~ years, exclusive of probationary sentences, totaling ^{2,659}~~3,597~~ years, and suspended sentences of ¹¹⁴⁹~~786~~ years. The fines imposed during the same year totaled ^{326,177.07}~~over 374,000~~.

The total value of recoveries effected in cases wherein employees of the Bureau performed investigative work amounted to ^{6,382,972.82}~~6,269,586.65~~ ^{86,392,332.72}~~12,324,000~~.

During the same fiscal year ¹¹⁶³~~1,255~~ Federal fugitives from justice were located - an average of between 3 and 4 Federal fugitives located per day. In addition, the Identification Division of the Bureau assisted various law enforcement officials throughout the United States in identifying ^{3,818}~~4,425~~ fugitives during the same year. Stolen motor vehicles numbering ³⁰⁵⁰~~3,222~~, and valued at ^{1,200,307.32}~~over 21,416,000~~ were recovered

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Crime Statistics

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statistics. During the year 1932, reports were received from 1578 police departments throughout the United States, representing a population area of over 53,212,000 persons. A quarterly bulletin containing a digest of figures on crime statistics throughout the entire country is issued quarterly.

Research Division

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August 9, 1933.

MEMORANDUM FOR MR. NATHAN
MR. TOLSON
MR. EDWARDS
MR. CLEGG
DIVISION SEVEN
DIVISION EIGHT
STENOGRAPHIC POOL

Effective at 9 o'clock A. M., on Thursday, August 10,
1933, the Bureau should be referred to as "Division of Investiga-
tion, U. S. Department of Justice" in all correspondence.

Very truly yours,

J. E. Hoover
Director.

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BUREAU OF INVESTIGATION	
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DEPARTMENT OF JUSTICE	
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United States Bureau of Investigation

Room 422. 7-25 1933

To: Director *HN ✓*
 X Mr. Nathan
 X Mr. Tolson
 X Mr. Edwards
 Miss Gandy
 [Redacted]
 Chief, Div.
b/c Supervisor, Steno. Pool.
 Inspector
 Supervisor
 [Redacted]

 Please initial if approved,
 and return.

H. H. Clegg.

United States Bureau of Investigation

Room 318. 7/26 1933

- To: Director
 Mr. Nathan
 Mr. Edwards *004*
 Mr. Clegg *006*
 Miss Gandy
 ~~_____~~
 Chief, Div. _____
 Supervisor, Steno. Pool.
 Inspector _____
 ~~_____~~

*b6
b7c*

Per check
I return to
Mr Clegg today
change figure
on prints P 5

Full
Hand

Clyde Tolson.

Room 1403
370 Lexington Avenue
New York, N. Y.

TFC:PS

August 3, 1933.

PERSONAL

Mr. J. Edgar Hoover,
Director, United States Bureau of Investigation,
Washington, D. C.

Dear Mr. Hoover:

Referring to your letter of July 27th relative to the editorial which appeared in the Washington "Times", please be advised that I have discussed this matter with Mr. Connelly and he has issued instructions as to the correct designation of the Bureau.

I am returning herewith the editorial which you forwarded.

Very truly yours,

T. F. CULLEN
Special Agent in Charge

ENC.

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August 2, 1933.

MEMORANDUM FOR MR. D. J. HEFFERMAN,
ASSISTANT CHIEF CLERK.

In reply to your memorandum of even date concerning the attached proof of a form letter which is being printed for the use of United States Attorneys, I would suggest that the words "Investigators of the Bureau of Prohibition" in the first line be changed to read "Prohibition Agents of the Division of Investigation". The papers transmitted with your memorandum are being returned to you herewith.

Very truly yours,

Director.

Incl. #323754.

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August 2, 1933.

MEMORANDUM FOR MR. HOOVER

Attached is the proof of a form letter we are having printed for the use of the United States Attorneys in an effort to secure the abatement of nuisances under the National Prohibition Act without resorting to court proceedings. Should the words "Bureau of Prohibition" in the first line be changed to "Division of Investigation"?

Will you please return the attached papers.

Respectfully,

D. J. Heffernan,
Assistant Chief Clerk.

NOT RECORDED

62-24172

62-24172-71,72

CHANGED TO

62-42615-X81, X82

SW

CS

U. S. Bureau of Investigation

Department of Justice

Washington, D. C.

August 9, 1933.

BUREAU BULLETIN NO. 37,
Fiscal Year 1934.

TO ALL SPECIAL AGENTS IN CHARGE:

Effective immediately, the designation of the Bureau is
changed to Division of Investigation, U. S. Department of Justice.

Very truly yours,

J. Edgar Hoover,

Director.

RECORDED
&
INDEXED

62-24172-73
F. B. I. DEPARTMENT OF JUSTICE
AUG 14 1933 A.M.
FILE

U. S. Bureau of Investigation

Department of Justice

Washington, D. C.

August 8, 1933.

**BUREAU BULLETIN NO. 36,
Fiscal Year 1934.**

TO ALL SPECIAL AGENTS IN CHARGE:

Section 114 of the Manual of Rules and Regulations has been changed to read as follows:

"A uniform method of listing in telephone, city, business, and building directories and in inscribing identification data on doors of field offices shall be used, as follows:

Division of Investigation,
U. S. Department of Justice.

If there is a section in directories given over to the United States Government, this listing shall appear in that section."

Very truly yours,

J. Edgar Hoover,

Director.

RECORDED
&
INDEXED

62-24172-74
BUREAU OF INVESTIGATION
AUG 14 1933 A.M.
1
AUG 14 1933

HPL:WIS

August 14, 1933

MEMORANDUM FOR MR. J. W. GARDNER,
GENERAL AGENT AND CHIEF CLERK.

Please make arrangements to have the lettering on all signs at present bearing the designation United States Bureau of Investigation changed to read, instead thereof, Division of Investigation. The following signs should be changed:

Sign in front of elevator on third floor.
Door signs in Rooms 515, 524, 526, and 432.
Department of Justice bulletin board on first floor.

Very truly yours,

Director.

Division Memorandum #6
Fiscal Year 1934.

RECEIVED
MAILED
AUG 14 1933

RECORDED

62-24172-75
BUREAU OF INVESTIGATION
AUG 15 1933 A
DEPARTMENT OF JUSTICE

12

JOHN EDGAR HOOVER
DIRECTOR

U. S. Bureau of Investigation

Department of Justice

Washington, D. C.

September 7, 1933.

F. B. I.

MEMORANDUM FOR THE DIRECTOR.

There is attached a copy of the release entitled "The Division of Investigation", dated September 1, 1933. If it meets with your approval, it is contemplated that 200 copies of this release will be printed.

Respectfully,

W. H. D. Lester
W. H. D. Lester.

Mr. Nathan.....
Mr. Tolson.....
Mr. Clegg.....
Mr. Edwards.....
Mr. Egan.....
Mr. Hughes.....
Mr. Locke.....
.....

WKS

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Press Release

Division of Investigation Scope of work

*OK
9/9/33*

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RECORDED
INDEXED

62-24172-75X
~~62-12831-18~~
 DIVISION OF INVESTIGATION
 SEP 11 1933 P.M.
 U. S. DEPT. OF JUSTICE
 CLEGG
 CH. CLERK
 WILSON FILE

SEP 15 1933

DIVISION OF INVESTIGATION

From: Equipment Section

9/2 1933

To: _____ Director
_____ Mr. Nathan
_____ Mr. Tolson
_____ Mr. Edwards
_____ Mr. Clegg
_____ Mr. Quinn
_____ Miss Gandy
_____ Chief, Unit _____
 Files Section
_____ Chief Clerk
_____ Supervisor, Steno. Pool.
_____ Mr.

File

R. C. Renneberger.

During the first seven months
of 1933, ~~the~~ reports
have been received from
1625 cities with a total
population of 54,716,797.

resent
Page 134

THE WORK AND FUNCTIONS
OF THE DIVISION
OF
INVESTIGATION
U. S. DEPARTMENT OF JUSTICE

O. F. B. I.

John Edgar Hoover, Director
Washington, D. C.

Published for the information of Law-Enforcement
Officials and Agencies ~~August 30,~~ 1933

September 1,

62-24172-✓
NOT RECORDED

~~62-10831~~

✓

WORK AND FUNCTIONS OF THE DIVISION OF INVESTIGATION, U. S. DEPARTMENT OF JUSTICE

INTRODUCTION

"The administration of The Division of Investigation, U. S. Department of Justice is based upon the well understood rule and policy that all Special Agents in the field must work in close cooperation with police officials in their respective jurisdictions." *****
"The Identification Unit is at your service everyday of the year. I trust that you will avail yourselves at all times of its desire to be of service to you." These quotations are from addresses made to peace officers by the Director of Division of Investigation, and disclose a fundamental policy of cooperation and service governing the operations and administration of this organization.

This publication is issued for the purpose of acquainting law-enforcement officials and agencies with the work and functions of the Division of Investigation, U. S. Department of Justice. By this means it is hoped that there will be brought to peace officers information which will tend to acquaint them with the types of service which are available, and for the further purpose of encouraging a wider use of the facilities of this Division. There is being presented an outline of the investigative, fingerprint identification and crime statistics functions of the Division, and it is suggested that this publication be retained for your future reference and guidance whenever an opportunity arises for you to acquaint yourself in greater detail with these functions. In the event any regularly constituted law-enforcement official or agency is not at the present time making use of the facilities of this organization, or in the event there has been a limited participation in these functions, you are invited to make full use of the opportunities in connection with the various functions herein outlined.

It is a pleasure to quote the following statement from a recent address by the Attorney General of the United States concerning the Department of Justice, of which this Division is an integral part:

"In brief, I aim at a sane, wholesome administration. The Department of Justice belongs to the people of America. It is their servant ministering to their needs and I bespeak for it the support and the good opinion of all law-abiding citizens."

V. C. O.

WORK AND FUNCTIONS OF THE DIVISION OF INVESTIGATION

INVESTIGATIVE FUNCTIONS

This Division has investigative jurisdiction over all violations of Federal Laws and matters in which the United States is or may be a party in interest, except those matters specifically assigned by Congressional enactment or otherwise to other Federal agencies. It does not have investigative jurisdiction over violations of the Counterfeiting, Narcotic, Customs and Smuggling, Postal or Immigration Laws. Among those matters under the primary jurisdiction of this Division which receive most frequent attention are the following:

Administrative Investigations	Illegal Wearing of Service Uniforms
Admiralty Law Violations	Illegal Use of Government Transportation Requests
Antitrust Laws	Impersonation of Federal Officials
Applicants for Positions	Interstate Transportation of Explosives Violations
Bank Embezzlements in District of Columbia	Interstate Commerce Violations
Bankruptcy Frauds	Intimidation of Witnesses
Bondsmen and Sureties	International Claims
Bribery	Larceny from Interstate Shipments
Civil Rights and Domestic Violence Statute	Location of Escaped Federal Prisoners
Claims Against the United States	Location of Missing Witnesses
Claims by the United States	Migratory Bird Act
Condemnation Proceedings	National Bank Act
Conspiracies	National Motor Vehicle Theft Act
Contempt of Court	Neutrality Violations
Copyright Violations	Obstruction of Justice
Crimes on the High Seas	Peonage Statutes
Crimes in Alaska	Passports and Visas
Crimes on Indian Reservations	Patent Violations
Crimes on Government Reservations	Parole and Probation Violations
Crime Statistics	Perjury
Destruction of Government Property	Personnel Investigations
Espionage	Red Cross Violations
Federal Kidnaping Act	Seed Loan Act
Federal Reserve Bank Act	Theft or Embezzlement of Government Property
Federal Eight-Hour Law	Treason
Federal Disbarment Proceedings	Veterans Bureau Violations
Frauds against the Government	White Slave Traffic Act
Identification Usages	

WORK AND FUNCTIONS OF THE DIVISION OF INVESTIGATION

The Director of the Division of Investigation has under his jurisdiction twenty-three field offices located throughout the United States. Each field office is under the immediate administration of a Special Agent in Charge who has supervision in his respective district over the investigations of all offenses against the laws of the United States which are under the jurisdiction of this Division. Any information concerning a violation of a law which is investigated by this Division coming to the attention of a law-enforcement official or peace officer should be sent by letter to the Special Agent in Charge of the district in which such officer is located. In the event the matter is urgent and requires expeditious attention, a telegram may be sent "Government Rate Collect" to the Special Agent in Charge. For your convenience there appears a map of the United States showing the territories covered by each of the field offices, and by reference to this map you will be able, when necessary, to ascertain to which office your communication should be addressed. For your further convenience, the mail and telegraphic address, as well as telephone number, of each of these offices is set forth.

Communications to a field office of this Division should be addressed to the Special Agent in Charge at the city indicated. Mail and telegraphic communications should be sent to the building address. For example: Special Agent in Charge, Division of Investigation, U.S. Department of Justice, 224 Federal Building, Oklahoma City, Okla.

<u>OFFICE</u>	<u>BUILDING ADDRESS</u>	<u>TELEPHONE NO.</u>
Birmingham, Ala.	201 Liberty Nat'l. Life	7-1755
*Boston, Mass.	Federal	
Butte, Mont.	Federal	2-4734
Charlotte, N. C.	1806 First Nat'l. Bank	3-4127
Chicago, Ill.	1900 Bankers'	Andover 2411
Cincinnati, Ohio	1420 Enquirer	Parkway 4441
Dallas, Texas	Post Office	2-3866
Detroit, Mich.	625 Lafayette	Cadillac 2835
Jacksonville, Fla.	Atlantic Nat'l. Bk.Bldg.Annex	5-8209
Kansas City, Mo.	905 Federal Reserve Bank	Victor 3054
Los Angeles, Calif.	619 Federal	Mutual 2201
New Orleans, La.	326½ Post Office	Raymond 1965
New York, N. Y.	370 Lexington Ave., Rm.1403	Caledonia 5-8691
Oklahoma City, Okla.	224 Federal	2-8204
Philadelphia, Pa.	735 Philadelphia Saving Fund	Walnut 2213
Pittsburgh, Pa.	1206 Law and Finance	Grant 2727
Portland, Oregon	<u>313 Old Post Office</u>	<u>Broadway-0445</u>
Salt Lake City, Utah	900 Ezra Thompson	Wasatch 1797
San Antonio, Texas	1216 Smith-Young Tower	Fannin 8052
San Francisco, Calif.	318 Hewes Bldg.	Hemlock 4400
St. Louis, Mo.	801 Title Guaranty	Central 1650
St. Paul, Minn.	203 Post Office	Garfield 2193
Washington, D. C.	Hurley-Wright	National 0185

*The Boston, Mass., office is to be opened October 1, 1933.

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States
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WORK AND FUNCTIONS OF THE DIVISION OF INVESTIGATION

Birmingham
Boston
Butte
Charlotte
Chicago
Cincinnati
Dallas
Detroit
Jacksonville
Kansas City
Los Angeles
New Orleans
New York
Oklahoma City
Philadelphia
Pittsburgh
Portland
Salt Lake City
San Antonio
San Francisco
St. Louis
St. Paul
Washington

Insert new map

WORK AND FUNCTIONS OF THE DIVISION OF INVESTIGATION

The Division of Investigation has no prosecutive jurisdiction or control. The prosecution of violations of Federal laws is a function of the United States Attorneys in the various Federal judicial districts throughout the United States. All information obtained by employees of this Division relative to alleged violations of Federal laws is submitted to the United States Attorney for his information and guidance to determine whether prosecutions should be initiated against the individuals involved.

The following summarized information deals with some of the more frequent types of violations of Federal laws over which this Division has investigative jurisdiction. From an examination of this information there will be found an indication of the facts which the Division desires to receive from State or local officials when Federal prosecution is desired in order that an appropriate investigation may be made and the facts submitted to the United States Attorney:

ANTITRUST LAWS

The Division of Investigation is charged with the duty of collecting evidence of violations of the Federal antitrust laws. Violations of these statutes are usually reported by business concerns which have suffered injury through reason of a combination or conspiracy operating in restraint of trade between the States. Any information regarding contracts, combinations, or conspiracies in restraint of interstate trade, or tending toward a monopoly, and any acts of interference with interstate trade or commerce should be reported.

BANKRUPTCY VIOLATIONS

It is the duty of the Division of Investigation to investigate alleged violations which occur in the administration of the National Bankruptcy Act. Violations of this act are usually reported by referees in bankruptcy, trustees, credit associations, or creditors. However, the Division will appreciate receiving any information which you may obtain relative to violations of this act, such as concealing money, merchandise, or property either before or after the filing of the bankruptcy petition; concealing, destroying, mutilating, or falsifying books and records before or after the bankruptcy petition was filed; receiving concealed property, or perjury or false claims.

WORK AND FUNCTIONS OF THE DIVISION OF INVESTIGATION

Information that shipments were made from the bankrupt store late at night or in a covert manner; that vans or trucks were loaded at the bankrupt's premises; that the bankrupt hastily liquidated his affairs immediately prior to closing by sacrifice or below-cost sales, all are significant of irregularities and are a material aid to the progress of the investigation. Attempts on the part of the bankrupt to collect old accounts after proceedings have been instituted also indicate possible violations.

CRIMES ON GOVERNMENT RESERVATIONS

The investigation of crimes committed on Government reservations, including Indian reservations, or in any Government building, or on other Government property, is under the jurisdiction of the Division of Investigation, and any information concerning such crimes should be forwarded to the nearest field office.

ESCAPED FEDERAL PRISONERS AND FUGITIVES

The Division of Investigation conducts investigations for the purpose of locating and causing the arrest of persons who are fugitives from justice by reason of violations of the Federal laws over which the Division has jurisdiction, of escaped Federal prisoners, and parole and probation violators. When the arrest of a Federal fugitive from justice is not brought about within a reasonable time, there is issued what is known as an Identification Order, which is distributed to peace officers in all parts of the country. These Identification Orders contain the name, photograph, fingerprints and description of the fugitive together with all available information which might prove helpful in bringing about his arrest. When the fugitive is apprehended an apprehension order is issued so that all efforts to locate the individual may be discontinued. If you do not already receive these orders, the Division will be pleased to place your name on the mailing list.

It is highly important in investigations relating to fugitives from justice that any information secured be forwarded to the nearest field office without delay. The cooperation of State and local officials in this regard will be appreciated.

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WORK AND FUNCTIONS OF THE DIVISION OF INVESTIGATION

IMPERSONATION

Whenever information is received by a peace officer or law-enforcement official which indicates that an individual has falsely claimed to be an officer or employee of the United States and that such individual fraudulently acted as if he were a Federal officer, or that he obtained or demanded anything of value, such as loans, credits, money, documents, or the cashing of checks, such information should be transmitted to the Division of Investigation, which will begin an immediate inquiry to determine whether a Federal law has been violated.

KIDNAPING

Under the provisions of an Act of Congress approved by the President on June 22, 1932, whoever transports or aids in transporting in interstate or foreign commerce any person who has been unlawfully seized, confined, inveigled, decoyed, kidnaped, abducted, or carried away by any means whatsoever and held for ransom or reward, is guilty of violating a Federal law. Also, if two or more persons enter into an agreement, confederation, or conspiracy to violate the provisions of this act and do any overt act toward carrying out such unlawful agreement, confederation, or conspiracy, such person or persons are guilty of violating the Federal kidnaping law. Cases of this nature are investigated by the Division of Investigation and any information in the possession of law-enforcement officials indicating a violation of this law should be transmitted to the nearest field office.

LARCENY FROM INTERSTATE SHIPMENTS

Any facts which indicate that any person or persons have stolen anything being shipped from one State to another State, from any freight or express shipment or passenger car, or that any person has received anything which was stolen from such shipments should be reported to the proper field office.

NATIONAL BANK AND FEDERAL RESERVE ACTS

These statutes specify criminal offenses on the part of employees or agents of institutions coming under the jurisdiction of the above acts, such as embezzlement, abstraction, or misapplication of funds, and the making of false entries in the books of a national bank or a member bank of the Federal Reserve System, or in reports to

WORK AND FUNCTIONS OF THE DIVISION OF INVESTIGATION

the Comptroller of the Currency. The Division of Investigation has investigative jurisdiction over such offenses and desires to receive any information indicating a violation of the provisions of these acts.

NATIONAL MOTOR VEHICLE THEFT ACT

Persons who transport a stolen motor vehicle from one State to another State, knowing the same to have been stolen, may be prosecuted in the United States courts for the transportation of the stolen vehicle. Also, persons who receive, conceal, store, barter, sell, or dispose of any motor vehicle moving as, or which is a part of, or which constitutes, interstate or foreign commerce, knowing the same to have been stolen, may be prosecuted in the United States Courts under this act, which is also known as the Dyer Act.

When an individual is found in possession of an automobile and there is reason to believe that his possession of the motor vehicle is not lawful and that the said motor vehicle has been stolen and transported in interstate or foreign commerce, if the facts are called to the attention of the Division an investigation will be made to determine whether there has been a violation of the National Motor Vehicle Theft Act.

THEFT, EMBEZZLEMENT, OR ILLEGAL POSSESSION OF GOVERNMENT PROPERTY

It is a violation of a Federal law to embezzle, purloin, or steal any property of the United States, or to receive such property knowing the same to have been stolen. This Division has investigative jurisdiction over offenses of this nature.

WHITE SLAVE TRAFFIC ACT

The White Slave Traffic Act is frequently referred to as the Mann Act. This act provides that any person who shall knowingly transport or cause to be transported, or aid or assist in obtaining transportation for, or in transporting, in interstate or foreign commerce, any woman or girl for the purpose of prostitution or debauchery, or to engage in other immoral practices, shall be deemed guilty of a felony. The Division of Investigation is desirous of receiving any information which comes to your attention indicating a violation of this act.

WORK AND FUNCTIONS OF THE DIVISION OF INVESTIGATION

Insert photograph
of
TYPING SECTION

Photograph of the Typing Section - Identification Unit

Insert photograph
of
TECHNICAL SECTION

Photograph of a Portion of the Technical Section of the Identification Unit

WORK AND FUNCTIONS OF THE DIVISION OF INVESTIGATION

IDENTIFICATION FUNCTIONS

The Division of Investigation, in addition to its field investigative offices, maintains an Identification Unit at Washington, D. C., which serves as a central clearing house of records pertaining to criminals. The information contained in the Division's identification files is based primarily upon fingerprints, which constitute the largest and most complete collection of current value in existence.

4,996,568

On August³¹, 1933, there were 3,225,985 fingerprint records and 4,947,460 index cards in the Division's archives. The chart which appears in this pamphlet illustrating the growth of this work since its inception in 1924 through the fiscal year ended June 30, 1933, reflects gratifying progress made possible by the cooperation of law-enforcement officials throughout the United States and foreign countries. On August³¹, approximately 2,200 fingerprint records were being received in the Identification Division daily from 6,000 contributing law-enforcement agencies throughout the world.

3,870,910

6,066

All peace officers are invited to avail themselves of the data on file in the Identification Unit of the Division of Investigation. The service is given without cost to all regularly constituted law-enforcement officers and agencies desiring it. Fingerprint cards, franked envelopes, the pamphlet entitled "How to Take Fingerprints," and disposition sheets for the purpose of reporting dispositions to the Division are supplied gratis. The Division also furnishes upon request copies of its pamphlets on the subject of latent fingerprints; court decisions as to the legality of taking fingerprints and the admissibility of fingerprint evidence; and the modification and extension of the Henry system of identification, devised by the Division's experts and applied to its own technical files.

Upon receipt of a fingerprint card from a contributing law-enforcement agency, a letter giving the criminal record, or informing of the fact that no prior record has been located, is sent to the contributor. An additional copy of the letter citing a prior record is transmitted in arrest cases for the benefit of the prosecutor as an aid in prosecuting the individual who has a previous record of arrest. This record is also of value to the Judge before whom a case is tried, as it is oftentimes studied before determining the length and character of sentence which the court imposes on a convicted person.

WORK AND FUNCTIONS OF THE DIVISION OF INVESTIGATION

The Division places notations in the files of its Identification Unit upon request of peace officers, indicating that the arrest of an individual is desired as a fugitive. Through this procedure, after classifying and searching incoming cards, about 350 persons wanted for various types of offenses ranging from misdemeanor to murder or as escaped prisoners or parole violators are identified each month. This service is amplified and its value enhanced by the Division's action in publishing and distributing to contributors of fingerprints, monthly bulletins listing fugitives wanted throughout the country for major crimes. This bulletin also contains articles of current interest to law-enforcement officers, such as treatises on latent fingerprints, ciphers or similar subjects of a scientific character in the field of criminology studied in the Division's research and criminological laboratory.

For the benefit of constituted authorities these fingerprint records are also used on frequent occasions to identify unknown deceased persons as well as individuals, who, because of some malady, have forgotten their identity. Likewise, it proves of value in determining if applicants for positions, under the Civil Service of the Federal, state, county or municipal governments, have a previous record on file which might show the applicant is not of a proper character to receive the appointment.

In maintaining its fingerprint files, the Division of Investigation employs the Henry system with current extensions, which utilizes all 10 fingers considered as a unit for the classification and filing of prints. In addition there is maintained a separate collection of fingerprints of kidnapers and extortionists, which are filed individually or singly. This collection is an auxiliary to the main file and is used primarily for the purpose of identifying latent fingerprints left at the scenes of crimes by kidnapers and extortionists. Unless latent fingerprints of such offenders are those of the individuals whose separate impressions are filed in the single-print collection, it is difficult for the Division to identify the latent prints. However, if the names or aliases of any suspects are furnished the Division together with descriptive information, then the actual prints may be compared with the latent impressions and thus it may be possible to establish an identification.

In conducting its identification work, the Division of Investigation is essentially a cooperative organization and can furnish to contributing law-enforcement agencies only that information which it receives from them. The assistance of the police, sheriffs, wardens, state identification bureaus, and similar

WORK AND FUNCTIONS OF THE DIVISION OF INVESTIGATION

11 agencies has been very gratifying, but despite the splendid results which have been accomplished, it is felt that this Division can render even more effective service when it receives all of the fingerprint records which law-enforcement officials are in a position to furnish. It is obvious that even better service can be given by the Division as its records become more complete. All peace officers are therefore invited to make the fullest possible use of this cooperative project.

A pamphlet has been prepared and is available entitled "How to Take Fingerprints," which contains instructions concerning a simple and standardized method of taking fingerprints, and which also refers further to the Division's identification activities, including its participation in an international exchange of fingerprints with the identification bureaus of (43) foreign countries for the purpose of identifying criminals who may have records of an international character. The prints of persons arrested in the United States will be sent upon request to any of these foreign identification bureaus. Any law-enforcement officer who is now, or may desire to become a contributor of fingerprints to the Division of Investigation in its identification work, will be supplied with a copy of this pamphlet upon request. The cost of the equipment necessary to take the prints is trivial; in fact it may be improvised locally with but slight expense. This Division will supply the needed cards and envelopes which require no postage, without cost, while the benefits of the information furnished by the Division are manifold and so far outweigh the relatively small amount of work involved, that the service is usually continued after initial fingerprinting activities are started.

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WORK AND FUNCTIONS OF THE DIVISION OF INVESTIGATION

CRIME STATISTICS FUNCTIONS

In accordance with an Act of Congress approved June 11, 1930, the Division of Investigation began the compilation of uniform crime statistics. The collection of such crime data had been initiated by the Committee on Uniform Crime Records of the International Association of Chiefs of Police in January of that year in response to a long-felt need for comparable crime statistics on a nation-wide scale.

The system of uniform crime reporting includes monthly and annual reports of offenses known and offenses cleared by arrest and an annual report of the number of persons charged, i.e., held for prosecution, by the police. This Division provides the necessary return forms and tally sheets, and return envelopes which require no postage. There is also available for distribution to interested law-enforcement agencies the Manual, "Uniform Crime Reporting," which includes detailed instructions with reference to the preparation of the crime reports, and in addition describes and illustrates the police record forms which, if maintained, will make available the data desired in the monthly and annual crime returns submitted to the Division.

In order to supplement the statistics obtained from the records described above, the Division periodically makes tabulations of data from the fingerprint cards currently received from law-enforcement officials throughout the country. The information tabulated from these records pertains particularly to the age and previous criminal history of persons arrested and fingerprinted. This information, together with the data obtained from the uniform crime reports, is published in a quarterly bulletin which is mailed to all interested law-enforcement officials, as well as others having a special interest in statistics of this character.

2-1-32

Due in no small measure to the cooperation of police departments and other similar agencies throughout the country the project of collecting uniform crime reports has shown continued progress during the past three years. In 1930 monthly returns were received from 1,127 cities, representing a total population of 45,929,965; in 1931 returns were received from 1,511 cities, representing a total population of 51,145,734; during 1932 there were 1,573 cities, with an aggregate population of 53,212,230, and during the first six months of 1933 there were 1,586 cities, with a total population of approximately 54,000,000, which contributed the crime reports. A majority of the larger cities throughout the country send these reports regularly to the Division. Any law-enforcement officials who are not now contributing such reports are invited to do so, and the necessary blank forms may be obtained without cost from this Division.

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