A PRELIMINARY REPORT ON THE PROPOSED

REORGANIZATION

of the

VIETNAMESE BUREAU OF INVESTIGATION

MICHIGAN STATE UNIVERSITY
Police Advisory Staff
Saigon Viet Nam
July, 1956

Handeree

FOREWORD

The purpose of this report is to present some considerations dealing with the reorganizational plans of the VBI as prepared by the Police Advisory Team of Michigan State University. The plan actually deals with two separate areas of reorganization, namely: VBI Headquarters and the VBI field or provincial organization.

It should be noted that the thinking embodied in this report is based upon American experience which may result in the need for revising various parts of the reorganization plan in order to more closely fill the actual needs of the VBI.

It is believed that implementation of the suggested reorganization plan will result in a substantial increase in
the efficiency of the VBI in the discharge of its responsibilities to the people of the Republic of Viet-Nam. Considerable
savings in time, money, equipment, and personnel can be realized.
An efficient, well organized, well trained, well equipped,
well paid, and well administered VBI will undoubtedly greatly
contribute to the internal security and well being of this
country.

PART ONE: REORGANIZATION OF VBI HEADQUARTERS.

I. PRESENT HEADQUARTERS ORGANIZATION

A. GENERAL ADMINISTRATION OF THE VBI TODAY

At the present time, a total of sixteen separate bureaus or services are responsible to General NGUYEN NGOC LE, Director General of the VBI, through his Chief of Cabinet, Mr. TONG NGOC CHAC. (See Chart I) This situation, of course, leads to inefficiency because of improper span of control. In the American law enforcement field, even with a modern administrative organization, a maximum of nine subordinates reporting to any one supervisor is recommended. Beyond this number, according to leading American police administrators, one reaches the point of diminishing returns in terms of administrative efficiency.

In the existing organization, both administrative and operational matters pass through Mr. CHAC. This constitutes a serious bottle-neck. Also, purely administrative functions are found mixed-in with supervision of operational functions. In order to gain maximum efficiency, administrative and technical support should be clearly separated from operations (See Charts I and II).

II. PERSONAL SECRETARIAT

A. FUNCTIONS AND RESPONSIBILITIES

The Personal Secretariat which currently exists should be placed directly under the Director (See Chart II). This section's functions and responsibilities should deal with handling the Director's mail, arrange the Director's daily schedule, make necessary arrangements for those official activities or formal functions involving the VBI, and to handle any other miscellaneous activity given to it by the Director.

III. DEPUTY DIRECTOR OF THE VBI

A. APPOINTMENT AND REMOVAL

The Deputy Director should be appointed by the Director from within the ranks of the VBI. His removal

should be at the discretion of the Director. He should meet the requirements of a job description to be drawn-up for this position. (See Chart II)

B. AUTHORITY AND RESPONSIBILITIES

The primary purpose in the creation of this position within the VBI is to delegate to this man many of the responsibilities now burdening the Director. Many of the duties now being discharged by the Director could well be handled by the Deputy Director. At the present time, there is no provision for decision-making at the Director level in the absence of the Director himself. The Deputy Director should be capable of assuming the responsibilities of the Director in the event of the latter's illness, while the Director is in vacation, or while the Director is away from Saigon on official business. In order to perform this task, the Deputy Director would have the authority of the Director during the latter's absence.

It is believed that continuous effective leadership would do much to assure constant administrative and operational efficiency.

IV. ASSOCIATE-DIRECTOR IN CHARGE OF INSPECTION

A. APPOINTMENT AND REMOVAL

The Associate-Director for Inspection shall be appointed by the Director from within the VBI. He must meet all the qualifications required in a job description to be set up for this position. His removal shall be made by similar procedure.

B. AUTHORITY AND RESPONSIBILITIES

The responsibilities of the Associate-Director for Inspection would be to create an Inspection Service which would implement or put into effect the policies of the Director in terms of rules, regulations, standard operating procedures, and standards for maintenance of equipment and buildings throughout the entire VBI. Without such a service, the efficiency of the VBI can never reach the peak required of such a law enforcement agency. Lack of efficiency found in any area of operations or administration would be immediately called to the attention of the supervisor involved for corrective action, and also to the Director's attention.

Since there is not such an Inspection Service in the VBI's present organization, its creation is strongly urged, for reasons cited above, by the MSU Police Advisory Team. (See Chart II).

V. ADMINISTRATIVE AND TECHNICAL SUPPORT DIVISIONS.

A. THE ADMINISTRATIVE AND TECHNICAL SUPPORT SIDE OF VBI HEADQUARTERS: (SEE CHART III)

This side of VBI Headquarters should be headed by an Associate Director who would be appointed by and removed by the Director. He also would have to meet the requirements of a job description drawn-up for this position.

A total of four divisions would make-up this side of headquarters, namely: Records Division, Administrative Division, Personnel Division, Identification and Laboratory Division.

B. SUB-ORGANIZATION OF THE ADMINISTRATIVE AND TECHNICAL SUPPORT SIDE OF VBI HEADQUARTERS.

1. Administration of each Administrative Division.

Each administrative or support division should be under the command of an Assistant Director appointed and removed by the Director. Each Assistant Director would be required to meet the requirements of the job-description drawn-up for this position.

2. Responsibilities of the Assistant Director.

Each Assistant Director should be personally responsible for the efficient operation of the division under his leadership in strict accordance with the rules, regulations, and the standard operating procedures in effect within the VBI. Each Assistant Director would be directly responsible to the Associate Director in charge of the administrative side of VBI Headquarters. (See Chart II).

C. THE ADMINISTRATIVE DIVISIONS.

1. The Central Records Division.

This division should be charged with the handling and filing of all permanent criminal records authorized by law to be maintained by the VBI. A

complete study should be made of the existing records in order to determine what improvements can be made in terms of forms, files, methods, personnel, and equipment. It should be noted that adequate records are a fundamental part of any police organization. Efficient police operations would be virtually impossible without them.

2. The Administrative Division.

An Administrative Division should be created in which would be included such sections as accounting communications, mail, internal services, transportation, etc. A complete study of the administrative needs of the VBI will be necessary in order to determine exactly how this division should be organized and also in order to ascertain the number of people needed in each section. This study will also determine could ment and space needs.

3. The Personnel and Training Division.

The creation and development of a Personnel and Training Division is strongly recommended. This division would be charged with the responsibility of handling all VBI personnel matters such as hiring, transfers, sick-leave, vocations, retirement, benefits, etc. All routine paper-work involving personnel files would be maintained here.

A separate training section should be created and charged with the responsibility of seeing to it that all VBI personnel are adequately trained for their respective responsibilities. It is not intended that this training supplant that of the National Police Academy. Specialized training will be given according to the needs of VBI personnel as they arise whether it should involve investigative or purely administrative personnel. The Assistant Director in charge of the Personnel and Training Division should be in close liaison at all times with the Associate Director in charge of Inspection in order to keep abreast of existing deficiencies within the VBT in terms of personnel and training.

4. The Identification and Laboratory Division.

This division will be a technical support division, divided at first into three separate sections: fingerprint, crime laboratory, and photographic laboratory.

- a. The fingerprint section will receive, classify, and file all fingerprints received from all legally recognized law enforcement agencies in the Republic of Vietnam. This section will be the central fingerprint depository in Vietnam including fingerprint cards for all law enforcement personnel as well as various civilian and military organizations. The legal responsibilities of this section should be established by law.
- b. The Crime Laboratory section should be organized and equipped in order that it be capable of performing scientific examinations of evidence submitted to it in connection with official VBI investigations as well as that evidence forwarded to the laboratory by any legally recognized law enforcement agency in the Republic of Viet-Nam. The VBI crime laboratory should be at the disposal of local police departments, the Civil Guard, or any military police organization regarding any official investigations being conducted by these organizations.

Considerable specialized training will have to be afforded the personnel of this section and sufficient budgetary allowances will be necessary to insure its efficient operation. Very definite policies and procedures must be institutes regarding all operations of this section.

c. The Photographic Laboratory should be organized and equipped so as to permit efficient service to all divisions of the VBI as may be required, as well as to all legally recognized law enforcement agencies throughout the Republic of Viet-Nam. Here again, specialized equipment and training will be necessary. Sufficient budgetary allowances will be required to insure efficient operation of this laboratory. Rigid policies should also be developed and adopted regarding the functions of this section.

VI. OPERATIONAL DIVISIONS

A. THE OPERATIONS SIDE OF VBI HEADQUARTERS (See Chart II)

As was recommended for the Administration side of VBI Headquarters, an Associate Director should be appointed

by the Director. This official would, if necessary, be removed by the Director. He would have to meet the standards of a job-description drawn up for this position. A total of four divisions should be placed under his overall leadership: Immigration, Criminal, Applicant, and Security.

B. SUB-ORGANIZATION OF THE OPERATIONS SIDE OF VBI HEADQUARTERS.

1. Administration of each Operational Division.

Each division should be placed under the leadership of an Assistant Director, appointed and removed by the Director. Each Assistant Director would be required to meet the requirement of the job-description drawn up for this position.

2. Responsibilities of the Assistant Director.

Each Assistant Director should be personally responsible to the Associate Director in charge of operations for the efficient functioning of the division under his leadership. He should see to it that all rules, regulations, and standard operating procedures of the VBI are strictly adhered to in all instances.

C. THE OPERATIONS DIVISIONS

1. The Immigration Division.

A thourough study of the functions and responsibilities of this division should be made in order to determine whether or not this division should continue to be a part of the VBI or whether it should be transferred to some other branch of the Vietnamese Government. Meanwhile, the present organization should continue to perform its duties regarding the control of entries and exits of all persons coming to or leaving Viet-Nam, the control of foreign nationals residing in Viet-Nam, border control, etc.

The aforementioned study will also aid in ascertaining what specific reorganization would be required to increase the efficiency of this division, as well as its personnel, training, and equipment needs.

2. The Criminal Division.

A Criminal Division should be created within the VBI in which would be centered the control of all criminal investigations being conducted by the VBI. It is possible that this division could be organized according to the criminal laws whose enforcement will be given to the VBI byact of the National Assembly. A study of the needs of this division would point-out its needs in terms of personnel, space, training, equipment, and reorganization.

The number of bureaus or sections to be created within the Division will depend upon the volume criminal investigative work being handled by this Division. This Division should be responsible only for criminal law violations and should not be responsible for security type investigations.

. 3. The Applicant Division.

This division should be created in order to handle the necessary investigations regarding individuals who have made application for employment by the VBI itself or by other Vietnamese Government agencies as may be required by law. The work of this division would be extremely important for the internal security of the VBI and that of other Vietnamese Government agencies in ascertaining the qualifications, reputation, character, and loyalty of the people applying for work with these organizations.

The volume of applicant type cases will be the determining factor in deciding personnel, equipment, and space needs for this Division.

4. The Security Division.

This Division would be created for the purpose of investigating all matters affecting the internal security of the Republic of Viet-Nam. The investigation of subversive activities would be a prime function of this Division, as well as the enforcement of all laws relating to internal security matters.

The sub-organization of this Division will depend upon the nature of the internal security conditions in Viet-Nam in terms of the types and the

quantities of investigations being handled. Considerable specialized training and equipment will be needed.

This Division should by law be the only investigative agency to have the authority to handle subversive activity type cases. The VBI should be the central clearing-house on all subversive activity matters within the Republic of Viet-Nam.

D. MISCELLANEOUS CONSIDERATIONS

For any law enforcement agency to function efficiently in a true democracy, political activity on the part of any member of that agency cannot be tolerated. It is to be noted that among Federal law enforcement agencies, as well as among most State and Local police organizations, political activity going beyond exercising the right to vote can be grounds for dismissal.

It is the duty of each agent of every law enforcement agency in a truly democratic country to enforce the law impartially without regard for political parties, race, religion creed, or nationality. To permit otherwise is to reduce law enforcement to a farce. Political interference in police work should never be tolerated ! No politician or public administrator should have any control or authority over any policeman except through official channels and by official chains of command. No Province Chief or Regional Délégué should be permitted to have any authority whatsoever over any Federal law enforcement agent or organization. At the same time, the primary responsibilities of each law enforcement officer is to enforce the law and to investigate violations of the law, but not to engage in politics, inside or outside of his law enforcement agency.

All military personnel now assigned to the VBI should be given the choice of being relieved from active duty and assigned permanently to the VBI as civilians, or of being returned to the army. Soldiers are soldiers and not police officers. Army officers on active duty must return to a civilian status before being permitted work for any civilian law enforcement agency in the United States.

PART TWO: REORGANIZATION OF THE VBI IN THE FIELD.

I. PRESENT FIELD ORGANIZATION

A. DISTRIBUTION OF FIELD OFFICES.

At the present time, some 45 odd field offices, referred to as brigades by the Vietnamese, are responsible to one of three headquarters which are located in Saigon, Dalat, and Hue. This is in keeping with the political division of Free Viet-Nam into three regions, each under the direction of a Delegue. Each of these regional headquarters is responsible to the General Headquarters of the VBI located in Saigon. From a command point of view, this situation leads to the creation of three separate VBI organizations within the overall structure, each independent of the other, and, to some extent, independent of General Headquarters itself. As a result, a lack of cooperation exists and the lack of a centralized authority greatly reduces efficiency.

Furthermore, this situation permits interference in VBI operations, and administration on the part of various province chiefs, delegues and other public officials. The VBI will never achieve peak effectiveness as long as political interference is tolerated. The reasons for this are sufficiently well known and understood that they need not be dealt with here.

B. RECOMMENDED CHANGES.

It has been recommended that the three regional head-quarters be dissolved and their previous administrative duties be transferred to the central headquarters in Saigon. It has been recommended the field offices (brigades) be divided among six field divisions with headquarters in Saigon, Mytho, Cantho, Dalat, Quinhon, and Hue. (see Chart III) Each of these field divisions would be headed by a Field Division Director. The number of field division would range from four to fourteen, depending upon population and geographical considerations. It may well be necessary to alter this breakdown of field offices because of overland communication problems or because of some purely administrative or operational necessities.

Each Field Division Director would be directly and personally responsible to Saigon for all matters dealing with the VBI in the field division assigned to him.

Each Field office supervisor (brigade commander) would in turn be directly responsible to the Field Division Director of the division to which his field office is part. All communications between General Headquarters in Saigon and any or all of the field offices would have to first pass through the respective field division headquarters. Communications going from the field office to Saigon would also pass through the field division headquarters. This chain of command and flow of reports or communications would fix responsibility and would increase efficiency.

From a command point of view, only six field division directors would report to Saigon. At the present time, some twenty-three field office or brigade commanders are reporting directly to the headquarters for South Viet-Nam in Saigon. Such a large number of subordinates reporting directly to one man leads to confusion and inefficiency. The situations in Dalat and Hue are less critical because the number of field offices reporting to those regional headquarters is much smaller.

Under the new plan, each Field Division Director would be responsible for purely administrative matters to the Associate Director in overall charge of support or administrative divisions at General Headquarters in Saigon. He would also be responsible for operational matters to the Associate Director having overall responsibility in this area at General Headquarters.

C. STAFF MEETINGS.

Regular field staff meetings would be held in Saigon to be attended by the Field Division Directors and by the Headquarters command staff consisting of the Director himself, and his three Associate Directors (See Chart II). It would also be possible for the Director to hold private meetings with his Field Division Directors separately prior to or after these staff meetings. The results of these headquarters staff meetings would be relayed to the Field Office Directors at subsequent Field Division staff meetings to be held at the headquarters of each division.

Organization of the V.B.I. Headquarters Chart I SAIGON January, 1956 DIRECTOR GENERAL Nguyên-ngoc-Lê Chief of Cabinet Tông-ngoc-Chac Central Personal Internal Adminis-Transport ! Informa-Accounting trative Records Secretary Services ation tion Personnel Bureau Mail Code Bureau Control service Identific-Immigra-National Political tion Police inform-Translation ation Press Academy service service tion V.B.I. Headquarters V.B.I. Headquarters V.B.I. Headquarters for Center Viet-Nam for P.M.S. for South Viet-Nam HUE DALAT SAIGON

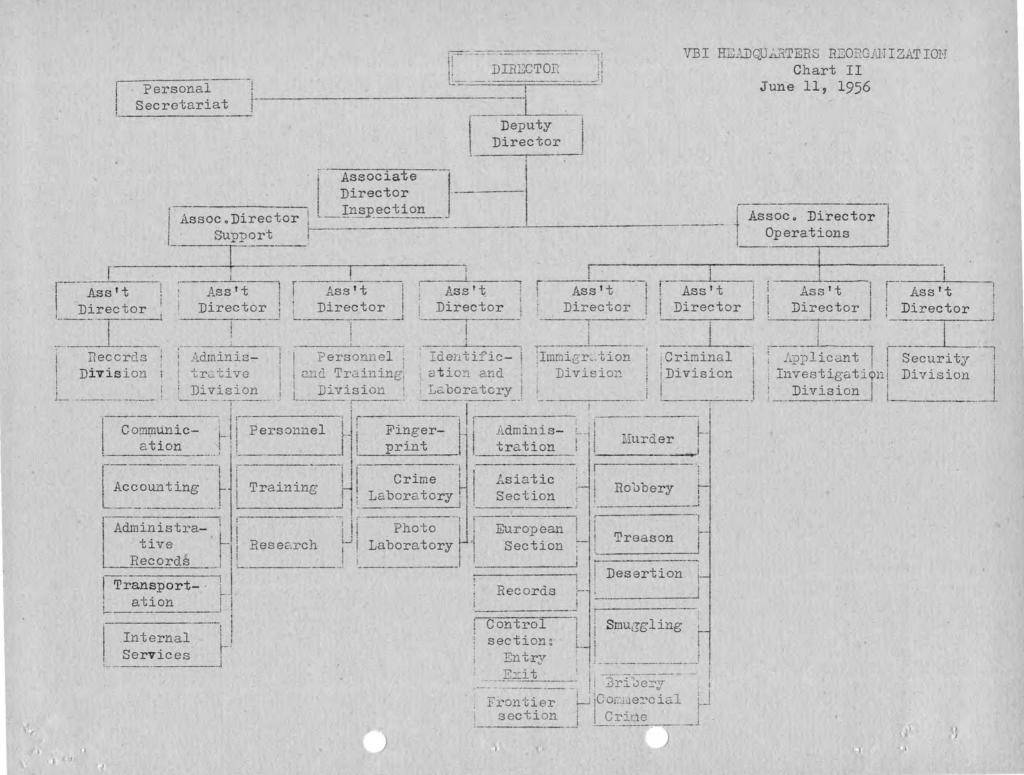


Chart III

General Headquarters SAIGON 1st Field 2nd Field 3rd Field 4th Field 5th Field 6th Field Division Division Division Division Division Division Directions Direction: Direction: Direction: Direction: Direction: SAIGON MY THO CAN THO DALAT QUI NHON HUE Saigon My tho Cân tho Dalat Qui nhon Hué Bien hoa Tân an Soc trang Nha trang Pleiku Quang tri Thu dâu môt Bên tre Bac liêu Phan thiết Kontum Tourane Ba ria Go công Long xuyên Darlac Phu yên Quang ngai Cap St. Jacques Vinh long Châu dôc Djiring Bông son Tôc ninh Tra vinh Rach gia Blao Tây ninh Sadec Ha tiên Ban mê thuốt Môc hoa ca mâu Phan rang Tam can

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HANDVILLE

A REPORT

ON THE ESTABLISHMENT OF A MODERN FINGERPRINT IDENTIFICATION SECTION FOR THE REPUBLIC OF VIET-NAM

MICHIGAN STATE UNIVERSITY

VIET-NAM TECHNICAL ASSISTANCE PROJECT

1 April 1957

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PREFACE

This report has been compiled with the thought in mind, that it will help to serve as a guide to others who may be assigned to this project, in order that they may have some idea as to what has been accomplished thus far, what the plans and recommendations are for the future, to organize a Central Fingerprint Identification Section and a Central Records System for the Republic of Viet-Nam.

Progress has not been as rapid as was originally anticipated, however, a large amount of training has been given,
together with a sizeable amount of equipment and material
which was furnished by the American Aid Program. Much of the
success of this training can be attributed to the loyalty and
eargerness of the Vietnamese people assigned to this project,
together with their ability to learn and put into actual use,
the knowledge they acquired through this particular training.

It should be mentioned here, that much of the progress already achieved, could not have been realized had it not been for the loyalty, assistance and complete cooperation of Mr. Nguyen Ba Minh who has worked untiringly as an interpreter, translator and Director of this project. His ability to be able to pass on to the other employees, the meaning of the many technical terms used in the instruction and everyday

usage, has been an invaluable service to the trainees, the Government and the progress of the entire project.

INTRODUCTION

The following report has been prepared after a twenty one month tour of duty in Saigon, VietNam, for M.S.U.G. and the Republic of VietNam.

The writer is Corey K. Dymond, Retired Captain of the Michigan State Police, and for the most part of the twenty five years as a member of this Department, was assigned to the Fingerprint Identification Section and the Central Records Section. The last seven years, being in the capacity of Commanding Officer of the Records and Statistical Division, which included, the Fingerprint Identification Section, Photographic Laboratory, Central Records Section and the I.B.M. Statistical Section.

The assignment in Saigon was to study the existing Fingerprint Identification Bureau, the Records Section of the Sureté and to propose and implement, some kind of a system in order to centralize all records, pertaining to the law enforcement agencies of the Republic of VietNam. Similar to such installations as the Federal Bureau of Investigation and Identification at Washington, D.C. or, on a somewhat smaller scale, but operationally the same, as the Records and Statistical Division of the Michigan State Police.

In order to achieve this, certain recommendations had to

be made, dealing with the present system now in use and the proposal of a new system, all of which will be covered in this report.

REPORT

Arriving in Saigon, Vietnam on August 6th 1955, the first two weeks were spent in getting oriented to the cities of Saigon Cholon. Much of this time was spent accompanying some other member of the group, while they were carrying out their assignments and at the same time, meeting the various officials whose offices were located in Saigon-Cholon.

A meeting was scheduled with Brigadier General Nguyen ngoc Lê, then Director General of the National Police and Security Services, together with George Boudrias, to serve as an introduction to General Lê and to discuss with him, matters relating to the present system of taking and filing fingerprints. While this was done through Mr. Boudrias acting as an interpreter, General Lê stated, that the present bureau was only slightly better than nothing, and any change would be an improvement. Also, that we would be given their full cooperation to make whatever changes we deemed necessary.

Later, a meeting was scheduled to meet with Deputy Director Pham van Hên, who is in direct charge of the Identification Bureau, located at 27 Filippini Street, Saigon. Mr. Pham van Hên conducted us on a tour through the bureau, explaining its various functions and answering any questions we might raise. The building consists of the ground floor and one floor above. The ground floor houses the fingerprint identification bureau,

consisting of the filing section, the location where the fingerprints are taken, a section utilized for the anthropometrical measurements of persons fingerprinted, a section for taking photographs, a section where the fingerprints are searched and a waiting room where prisoners are detained until they have been fingerprinted and photographed. This room, at the time of this visit, was in very poor condition due to the fact that the sanitation facilities were nil. The male and female prisoners were not segregated, neither were there any toilet facilities as far as was discernible. It might be well to state here, that all prisoners or arrested persons, are transported to this building from Saigon-Cholon and surrounding areas to be interrogated, fingerprinted and photographed. The daily average of people handled amounts to approximately 150 per day according to their records.

Since the specific duty was to organize an identification section and a central records section, one of the first things to determine, was the method employed at the present time.

It was found that the method in use, is called the "POTTECHER" system of classifying and filing fingerprints. prints are classified with the aid of an instrument called the "GABARIT" which actually is a type of measuring instrument, therefore, cannot be used on the fingerprint impression of young persons not fully matured.

The impressions are taken on a card approximately 5 x 7

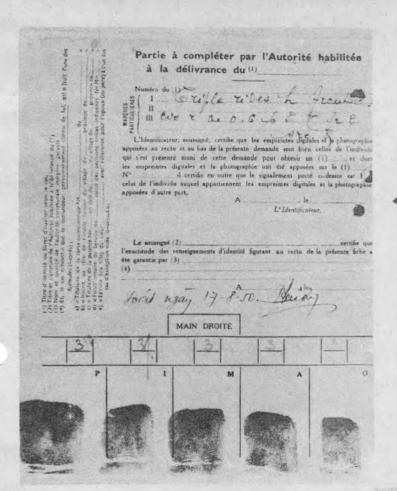
inches, with the impression of the right hand on one side and the impressions of the left hand on the reverse side and taken in reverse order, i.e. starting with the little finger on the left side of the card and continuing with the ring, middle, index and thumb. See figure No. 1.

The cards are then classified with a very meager classification and searched against those already on file. The cards
on file, are grouped by classification and date of birth with
very little margin to compensate for misinformation as to
birthdate. It is the practice of awarding any operator an extra
5 piastres if he should identify a person under an alias name.

The cards are filed in the following manner:

There are several rows of open shelving approximately ten feet high, which are divided into openings about $1 \times 1 \times 2 \frac{1}{2}$ feet. The cards are filed in open wooden boxes that fit into these spaces. See figure No. 2. In order to search an incoming fingerprint, the operator takes the box or boxes which corresponds with the classification of the new print, carries it to his desk and the search is made from there. These shelves and containers are not covered or protected in any way and since the windows contain no glass, the cards become very dusty and dirty. The room is very poorly lighted, as you can observe from the above illustration.

From the information gathered, it was ascertained that the bureau had an authorized strength of 65 people. At no

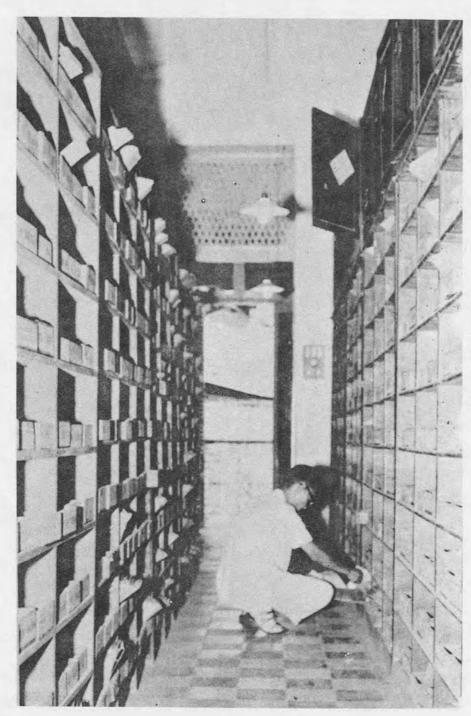


and showing right hand

Figure No. 1

Back of card showing lefthand and method of recording the fingerprints





A section of the fingerprint files at 27 Filippini street

Figure No. 2

time, however, were there ever more than 12 to 15 present at any of the times we visited the bureau.

It is very obvious that the present system is obsolete and working conditions are far from favorable. It was decided to talk with the authorities, regarding the organization and implementation of a more modern and efficient system, which could receive and handle fingerprints from every branch of the government in one centrally located bureau.

It was agreed, that the "Henry system" be introduced to the Republic of Viet-Nam, due to the fact that it is nearly a universal system in use throughout a major part of the world. This would allow the taking and filing of fingerprints on the standard 8 x 8 inch card, and if necessary could be sent to or exchanged with, other countries if and when the occasion should arise.

A number of books "Practical Fingerprinting" by B.C. Bridges were ordered, since they are brief but complete in their contents and very well illustrated. These textbooks were acquired through American Aid.

The next step was to recruit 20 people to take this training. Late in October of 1955 this was done and the 20 people were selected by Brigadier General Nguyen Ngoc Lê. They came from the three law enforcement agencies, namely, the Sureté, Civil Guard and Municipal Police among them were five females.

No test of any kind was given these people to determine their ability, but it was found that they were quick to grasp the fundamentals of the instruction course. Mr. Nguyen Ba Minh, was assigned as supervisor and interpreter, as he has very good command of the English language as well as French and Vietnamese.

None of the 20 trainees could speak any English, therefore, it was necessary to work through aninterpreter at all times. Also, the Vietnamese language does not contain words for many of the technical terms, it was necessary to actually manufacture words to be used, or to teach the trainees the English promunciation of them.

It was decided to give them 2 hours of English each day, dividing it to an hour in the A.M. and an hour in the P.M. It was remarkable how they were able to learn the technical terms, such as the names of the patterns, and their classification values. As it was found that this training assisted them in a better understanding of the text books, also, the explanation of the illustrations, it was decided that at least an hour a day be devoted to English instruction, with the final result that approximately 1.1/2 years later, they can understand English and carry on a conversation in connection with their work.

With reference to their fingerprint training, the entire group could classify very well according to the Henry system, at the end of the first three months of training. In February of 1957 a condensed fingerprint course was made up and translated into the Vietnamese language complete with adequate illustrations. While this is very brief some 1,000 copies have been prepared, and many distributed to trainees who have been assigned to take this training and have had very good success in understanding it. It merely gives them the basic instructions to be able to properly identify patterns and classify fingerprints. The remaining instruction must be given them from actual work in the files under close supervision.

A large amount of training has since been given them, not only to classify, but training to be able to completely and efficiently operate a central identification bureau, which will be organized to receive fingerprints from every governmental branch and return pertinent information to all interested parties, from the files of such a bureau where this information is stored for such purposes.

It must be understood, that this bureau will be national in scope. Therefore, it will be imperative, that every fingerprint received be answered as soon as possible to the submitting agency,

as well as to any other legally interested department or branch of government service. This makes it very important, that each and every fingerprint received, become a permanent part of the compiled record of any individual, whose fingerprints are received at this bureau, whether they are of criminal nature, Immigration, Military, Civil Service or any other. In fact, the information from every fingerprint card, should become a part of that individual's fingerprint record.

In May of 1956, the Identification Service that had been located in a small room at B 42, was moved to Camp des Mares where three large buildings were to be assigned to the Identification section. One building was to be remodeled for use by the newly created universal bureau, another building next to it was to be remodeled to house the fingerprints that are now filed at the Filippini Street address, and taken by the old Pottecher method.

This building was ideally located, as it was in very close proximity to the new bureau, a necessary factor in integrating the old records with the new.

The third building, is located at the opposite end of the new bureau and was to be prepared to house the photographic Laboratory, the Latent Fingerprint Section or possibly the scientific criminal Laboratory. See figure No. 3.

There seems to be some reason why the local government has not started this project, since nine months have elapsed and nothing has been done toward the remodeling of any of the three buildings. This remodeling is, however, of utmost importance, as it is impossible to (a) set up the files in the new system. (b) it is impossible to move the fingerprints from the Filippini street address, until there is adequate space to store them. It is absolutely necessary, that both the old and the new bureau must be able to function properly during this period, as well as later. The reason being that the two bureaus must be able to receive fingerprints and handle them during this transition. It is also well to point out, that the integration of the old fingerprints with those of the new cannot be done in a short period of time. Actually, it will take a number of years until it will be completely finished. There will be, in effect, two separate bureaus operating. The new one consuming the old prints as rapidly as previous offenders, or other persons fingerprinted for other reasons, are reported for current arrests or reasons for fingerprinting.

POTTECHER FINGERPRINT BUREAU

HENRY SYSTEM FINGERPRINT BUREAU

STREET

OF

ROADWAY

24 Feet

Location of Buildings at
Camp des Mares and Proposed

Plan for the Two Bureaus.

FIGURE No. 3

PHOTA LABORATORY

LATENT FINGERPRINT SECTION.

This operation will by necessity, have to continue in this manner, until the older bureau becomes small enough to be transferred into the new bureau from where the remaining old records can be handled, or until such time as the date limitation would indicate that these old records could be discarded. The new system of taking and filing fingerprints, employs a much different type of card than was used in the old system, on which to record the information and the finger-print impressions.

The standard card in use in most parts of the world, is standard in size being eight by eight (8 x 8) inches square. The primary reason being, that they can be exchanged with other bureaus and will conform with other cards already on file.

An attempt was made to have the fingerprint cards printed locally, on the standard sized card stock. So far, however, it has been impossible to get a satisfactory printing and cutting job completed. It seemed very confusing to ask for the U.S. standard 8 x 8 inch card, therefore, it was agreed to use a card 20 x 20 centimeters square, which is slightly smaller than the 8 x 8 inch card but not enough to cause any trouble, providing they were all of the same uniform size. See figure No. 4. A small order of 10,000 cards was placed and a proof was submitted which was satisfactory in printing

ốhủng tộc	, Nam	N#	Thẻ Dấu-Tay Tham Chiếu (Hây bỏ trống chỗ này)			
Điều Tr				ÂN hay CÁ	-NHAN	
1. Ngón Cái	TAY MẶT (h 2. Ngón trỏ 3. Ng		n giữa	4. Ngón đeo Nhẫn	5. Ngón Út	
6. Ngón Cái	7. Ngón trỏ	TAY		9 Ngón đeo Nhẫn	10. Ngón Út	
TAY TRÁI In rõ ràng 4 ngón cùng một lượt			TAY MẶT (hay TAY PHẢI) In rõ ràng 4 ngón cùng một lượt			
		Ngón cái	Ngón cái			
Tên người lấy dấu tay Chữ ký,			Ở đâu gửi tới			
Tên người kiểm soát		Quận Đô Thị Trại giam				

Figure No. 4
Front side of the Henry System fingerprint card

VIỆT-NAM VĂN-PHÒNG ĐIỀU-TRA SỐ' CĂN-CU'Ó'C SAI-GON VIỆT-NAM

Sự phạm pháp/Mục đích		Bị bắt ngày				
	(Xin đừng viết tắt)					
		Phần				
Tuyên án		Ngày				
Ngày sinh	Çân nặng	Cao Mầu tóc Mắt				
Quốc - Tịch		Nghè nghiệp				
		Độc thận Có gia đình				
Địa - chỉ hiện tại	Đ	ô thị				
Tên những tòng-phạm khi bị	bắt					
Chú - thích						

Dấu và sẹo đáng chú ý						
Đã can những án						
Đương-Sự ký		lập xong xin gửi trả lại				

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Figure No. 4a
Back of Henry System fingerprint card

and in size, when the order was delivered it was found that the cards varied in size as much as four milimeters from the required 20 x 20 centimeters. This variance was in height on some cards and in width on others. While this may appear to be a trivial matter to some, it is most important that fingerprint cards be of the same size. If accurate size is not adhered to, the possibility of making serious errors is imminent during any searching period. At least two other orders have been placed with printers with the same poor results in cutting. It was suggested that the order placed with the printer should clearly state that if the material was not of the specified size the order would be rejected.

The same care should be exercised in selecting the stock from which the cards are produced. The stock should be a good grade of high rag content paper and still be thin enough to handle in a typewriter but with enough body to prevent it from folding or wrinkling in the file. There seems to be a tendency for the printer to offer a stock that has not been selling or one with which he may be overstocked.

In order to properly index the fingerprints filed, it was necessary to devise some sort of an idexing card and system.

It was decided that a 3 x 5 card be used, with enough

information contained upon it to allow an operator to locate a person by name, number or by fingerprints.

A dual purpose card was designed, which could be used either as a name index card, or, a numerical card. See figure No. 5. The name cards, of course to be filed by name in alphabetical order and the number cards by numerical order.

Every person, male or female, when they attain the age of 18 years, are required by the government to obtain an identity card. These cards carry certain information, such as name, date of birth, name of parents, a photograph of the person for whom the identity card was issued, and the fingerprints of the applicant. A number is then assigned to this individual, which will remain the same during his or her lifetime. If this card becomes worn, badly damaged or lost, it is the responsibility of the person to have a new card issued. These cards are issued at the Administration Department in the cities and provinces throughout the country. At the time of death, it becomes the responsibility of the family of the deceased, to appear at the Administration Department with the identity card and the certificate of death, in order that proper information can be posted regarding the individual and the family.

While this identity card has no connection what-so-ever

Tên Phan-thị-Quyên Số B. 015.843

(22) 0 27 - MOM 0

Thẻ, dấu tay M 32 - OMI 17 kg gái N. 17.01

Sự phạm Pháp/Mục dích Thổ-ký C.A.N.V Ngày 20.3.1957

Tại Đô-Thị Sài gòn Tinh Phàn Nam

Ngày sinh 28.10.1935 Nơi sinh Tân-vinh-Hoa (Sađéc)

Quốc tịch VIET NAM Nghề nghiệp

Địa chỉ hiện tại 7/14 Công-trưởng Xây-dựng K. Vưởn-Lài Phú-Thọ Chơlớn

Figure 5

. Dual purpose card for name and numerical indexing

with the criminal identification of a person arrested, it is very valuable to law enforcement officers, in assisting them in checking people of the country. It is understood that it is also a very serious offense, to alter or deface the identity card or to use that of another persons.

It is necessary that the people carry these cards on their person at all times, as they are checked by the authorities at various times. They are also stamped to indicate whether the person voted in the various elections and they are used in identifying the holder in obtaining certain rationed foods.

EQUIPMENT AND MATERIAL

In order to start the training of the personnel already assigned, it was necessary to obtain certain basic equipment. To start with, it included card holders for the 8 x 8 inch cards, ink rollers and fingerprint ink.

There was no place to purchase these items locally, therefore, it became necessary to have a small number of card holders made by a local manufacturing concern. A copy of a card holder was drawn up as a guide and after a few experiments, were able to get enough for the personnel to start their training in taking fingerprints.

Ink rollers were another item that could not be found. There were, however, a few photographic print rollers available in the local photographic supply stores, and a few of these were obtained to roll the fingerprint ink onto the glass slab. These were not of the best quality by any means, but they served their purpose for the time being. The glass slabs were available on the local market, there fore, there was no problem there.

In the meantime an order for such equiment was placed by Michigan State University and arrived in time to be of value in this particular training period.

The order consisted of Fingerprint ink, Ink Rollers, Card holders, Lifting Tape, Lumerith backing for the lifting tape, Black and Grey fingerprint powder for developing latent fingerprints dusting brushes and Fingerprint magnifiers.

The latter part of June 1956, two underwood typewriters were obtained through the American aid program, from one of the local dealers. These machines were put to immediate use in typing index and numerical cards.

A period of time from June through September 1956 the project received 20 Remington-Rand, 8 x 8, double compartment, 5 draw fingerprint files and 14 Remington-Rand, 3 x 5 ten (10) draw, index card files, together with 5000,

8 x 8 Remington-Rand Fingerprint Guide cards and 2100, Remington-Rand, 3 x 5 Index card guides complete with the necessary inserts.

All of this equipment is of a good standard quality, and was received here in very good condition. It is now housed at the Camp des Mares location.

It became necessary to obtain a sizeable number of fingerprints, which the trainees could use to apply what they had learned from the text books and the personal training course of instruction.

There being approximately, 6500 municipal police officers in the Saigon-Cholon Department, it was decided to contact Mr. Tran Van Tû, Director of Police, in order to determine if it would be possible to fingerprint the entire police personnel. Mr. Tû was very receptive to this suggestion, not only did he give the authority to do this, he personally instructed each of the Chiefs of the various commissariats, that this was to be done, also that they were to see to it that necessary space be prepared to carry out this work.

In order to not disrupt their normal operational procedure more than was absolutely necessary, a schedule was made up as to date, day and hours that the fingerprints were

to be taken at each of the commissariats. The Chiefs seen to it, that the personnel was present at the specified time, with the exception of those who were ill, or out of the vicinity on annual leave or other reasons.

A team of four men were assigned to take the fingerprints of the municipal police, and were rotated in such a manner as to provide training and experience in this phase of the work, for all the 20 members of the bureau.

As the impressions were taken, the information was typed on the cards, which were then brought to the bureau for classifying and indexing. This was done by the remainder of the staff, who were not actually taking the fingerprints.

The task of fingerprinting the municipal police, went very smoothly and was primarily due to the splendid cooperation of the officials of the Saigon-Cholon police department.

Immediately following this project, other branches of government agencies, began training their employees to take the fingerprint impressions and forward them to the bureau. This not only included the municipal police department, but the Surete, Civil Guard, Immigration and others.

At the writing of this report, there are over 20,000 fingerprints of this type (See figure 6) on file at the new Identification Bureau. All of these have been processed, by the members of the Identification Bureau. (See figure 6a).

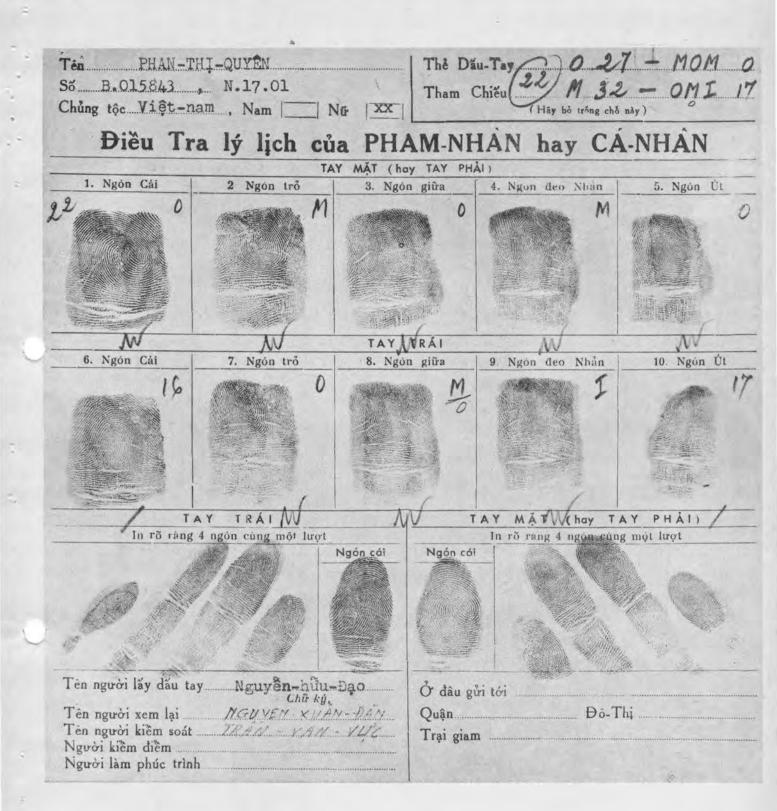


Figure No. 6
Completed Henry System card front side

VIỆT-NAM VĂN-PHÒNG ĐIỀU-TRA SỐ' CĂN-CU'Ó'C

SAI-GON VIỆT-NAM

Bởi Ông Tại đô-thị Saigon		Phần Nam
Tuyên án		Ngày
Quốc - Tịch Việt-nam Nơi sinh Tân-vinh-Hoa (Sadec)	Cao 1,60 Màu tóc đen Mắt đen. Nghề nghiệp Thủ ký công nhựt Độc thân Có gia đình xx
Tên những tòng - phạm khi bị bắt	iðn-Lai	hị Phú-Thọ Chơlớn

MSU-V6

Figure No. 6a

Back of completed Henry System card

It might be well to mention here, that this includes only classification, checking, index card writing, filing of fingerprints and name cards. The remaining phases of this work could not be taught because of the fact, that proper and adequate operating facilities were not available, nor will they be, until at least two of the three buildings are remodeled to take care of the needs of both bureaus.

The remaining training to be given, consists of searching incoming fingerprints for previous record, verification of record, compilation of records, mailing of information to interested parties and the collecting and filing of this information at the bureau for future reference.

This means that certain groups of the immediate personnel, will have to be trained in this work, under very close and competent supervision, since this information will be used in the courts of Justice, in the form of authenic information or to any other legal agency who may desire it.

In view of this, therefore, we come to a very critical stage of this reorganizational period of the identification bureau. Every precaution must be exercised to properly train these people, step by step, to carry out their obligations and eliminate, as far as possible, any contributing factor which may cause serious mistakes.

The acceptance and reputation of this service, plus its value to the people of the Republic of VietNam, will hinge entirely upon this fact; that the information furnished by this bureau, from the collective information supplied to it, by the various governmental agencies be as accurate as is possible to achieve and to be resubmitted to any legal agency who may request it.

It will be the responsibility of the person in charge of this service, to see to it that the information is correctly received at the same time, see to it that such information is furnished to the various agencies as accurately as possible, in order to uphold the reputation it deserves.

OPERATIONAL PROCEDURE

In order to integrate the old records into the new system and to properly handle all incoming fingerprints, the following material has been made up to serve as a guide for this procedure.

- 1. Fingerprints must be submitted by all Governmental Agencies and from all parts of the Republic of Viet-Nam, when persons are fingerprinted for Criminal Identification, Military, Immigration, Penal institutions or any civilian type of fingerprinting.
- 2. The received date, should be stamped on the back of each card to indicate when it was received at the bureau.
 (This is extremely important in many criminal cases).
- 3. The fingerprints should be cleared through the Pottecher System and any that are identified, should be returned to the Henry system in their entirety. This should include all fingerprints of the individual, as well as index cards or any other material concerning the case of the person in question.
- 4. Those that are not identified in the Pottecher system, should be returned to the Henry system for proper handling.

- 5. Upon receipt of any fingerprint in the Henry system, it should be searched in the index files, as well as the fingerprint files.
- 6. Should the fingerprint card be identified by name, the records are to go to the verifiers to ascertain if all the records pertain to the same individual.
- 7. The entire record then goes to the typist clerks for record compilation, in chronological order, and answering to the submitting agencies.
- 8. A copy of this record should be retained in the bureau and clearly stamped, "BUREAU COPY DO NOT REMOVE FROM FILE" as this will serve as a master copy to compile records in the future, by merely adding the latest arrest or information to the already compiled record.
- 9. Identifications made in the fingerprint files under an alias name, or for some other reason, will go to the verifiers and on to the typist clerks as outlined in paragraphs 7 and 9.
- 10. Fingerprint cards not identified by searching in the index card files, will be classified and thoroughly searched through the fingerprint files, under the proper classification and possible references.

- 11. Fingerprints that are not identified in either bureau, or by name, or classification searches, will go to the typing section for name and numerical cards.
- 12. All "MASTER" fingerprints will be returned to the files for filing by classification.
- 13. All name cards and numerical cards to be returned to their respective files for filing.
- 14. A letter sized envelope or jacket, of good quality should be obtained to securely keep all cards, photographs, correspondence, or anything pertaining to a certain individual except, the master fingerprint and the name and numerical cards.

These jackets or envelopes can be numbered when ordered, or later. Care should be taken as to the numbering, in order that there will be no duplication of numbers. The numbers can start with number 1, and continue consecutively. They should be large enough to be easily read and located on the upper left hand corner of the envelope. The subjects name and fingerprint classification, should also appear across the top of this envelope. The number on the envelope, should appear on every piece of material inside, as well as on the Master fingerprint and the name and numerical cards.

These jackets should never leave the bureau under any circumstances, and when they are removed within the bureau, a close check out should be maintained as to when it was removed and by whom. This is very important, the reason being, if this jacket is lost the entire record of the person has been lost with it.

RECOMMENDATIONS

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Due to the fact, that many of the changes which are necessary to organize a service of this type, has not entirely materialized, the following recommendations are set forth to serve as a guide to such changes in the future, as conditions will warrant.

- The building now occupied by the Fingerprint Section at Camp des Mares, be remodeled according to plans already submitted.
- 2. The building located directly Northeast of the one now occupied by the Fingerprint Section, be remodeled to make accommodations to receive the present accumulation of fingerprints from 27 Filippini Street, where they will be in close proximity to the newly organized bureau.
- 3. Remove and destroy by burning, all fingerprints and records of persons who are 75 years or more of age. Set up an annual clearance system for each year thereafter.
- 4. Remove and destroy, all negatives of persons photographed prior to a 10 year time limitation. Set up an annual clearance system for each year thereafter.

- 5. Exchange personnel 2 or 3 at a time, with each bureau, in order that all persons connected with either bureau, will have a working knowledge of its functions.
- 6. Transfer employees from the Pottecher System Bureau, to the Henry System Bureau, as the necessity for their services diminishes in the Pottecher System and increases in the Henry System, due to the integration of the finger-prints and records.
- 7. Eliminate the services of employees, who do not come up to standard in either bureau and replace if necessary, with competent help.
- 8. Make arrangements to have fingerprints taken at the local commissariats or divisions, and forward a copy of each fingerprint, to the central bureau, instead of transporting prisoners for several miles to the central bureau, to be fingerprinted and photographed.
- 9. Set up an answering service to the contributing departments and agencies, to the prosecuting attorney in felony
 cases, and to any other interested division of service.
- 10. File all types of fingerprints together, i.e. Criminal, Immigration, Military, Police, Civil Service, etc., in

order that the Central Bureau will have this information, to supply to all interested or concerned departments or services.

- 11. All fingerprint cards should be furnished to the various agencies, by the Central Fingerprint Section. Primarily, to control the size of the card and the quality of the card stock upon which it is printed. Should it be necessary to make a charge for this particular phase of the service, it could be easily worked out.
- 12. Combine all fingerprint records in the Republic of VietNam, such as those from Hue, Saigon-Cholon, or other
 places. At the present time these are not combined,
 therefore, one location knows nothing of the records and
 information in another location.
- 13. Organize a Latent Fingerprint Section, to handle this type of work, making certain that the personnel assigned, are competent and efficient. They should be capable of making investigations, in connection with their profession, anywhere in Viet-Nam.
- 14. Organize a Photographic Laboratory, to handle all the photographic details, with the possible exception, of

taking the regular mug photos of prisoners. These should be taken at the commissariat or division that is handling the arrest and investigation. The staff should be large enough to allow such technicians, to travel to crime scenes throughout the Republic of VietNam to record this photographic information.

LATENT FINGERPRINTS

-0 0 0-

As recognized by all law enforcement agencies, Latent Fingerprints are the very best evidence obtainable, in the solving of many crimes whether they be simple or serious in nature.

A technician who is assigned to this type of criminal investigation work, must be well trained, competent and reliable. Since they are used as key witnesses when the case to which he has been assigned, is scheduled to be heard in the courts of Justice.

When a Latent Fingerprint Technician is detailed to the scene of a crime, he should not only examine the area for fingerprints, but he should also gather and preserve all other physical evidence, such as bloodstains, bullets, shell casings, weapons, clothing or any other evidence which may be thought to be connected with the case.

This is usually considered good practice, first, because the technician is a capable person to assume such responstibilities; secondly, the technician is well trained to properly preserve, mark and identify evidence, but most important, how to prepare it for court presentation.

Care should be taken, to eliminate unauthorized persons from handling evidence whenever possible, otherwise, these

persons will have to be included in the list of witnesses and in most instances, will not be able to add anything to the information regarding the case. Many times they have been known to have made errors that have proved very detrimental to the case.

A good uniform procedure to follow is: All evidence be properly identified and marked by the technician, also, by a witness such as, another officer who was present at the time, or possibly the complainant. This eliminates the addition of another name to the information as the complainant will by necessity, have to appear in court anyway. This can amount to merely the initials of such a witness, in order that he may later identify the evidence and that he can testify to the fact that certain evidence came from a specific location, date, time, etc.

All such evidence should be kept in the custody of a person designated to handle and keep it, also, he should be held responsible for its safe keeping.

Under no circumstance should evidence be released by the custodian, unless the person or persons to whom it is to be released, has proper authority to receive it. An accurate record should be maintained as to whom it was released, the date, hour, purpose for which it was released,

date and hour of return and by whom. This to be attested by all parties concerned.

An identification bureau whether it be national in scope, or whether it is a small municipal bureau, will find that the latent fingerprint technicians are of great value to law enforcement agencies. The technician can build a very good reputation for the department, as well as for himself, in the various courts of the country providing, he prepares his cases properly and accurately, conducts himself at all times in the proper manner and above all, not to appear arrogant to police officials, or to the people with whom he comes in contact in the courts, while in the process of presenting his evidence and testimony.

PHOTOGRAPHIC LABORATORY

-0 0 0-

The Photographic Laboratory, should be under the direct command of the Director of the Identification Service, the reason being, that photographers and laboratory technicians, will work very closely in the many assignments where the services of the Identification Section, or Latent Finger-print Technicians are detailed to work.

The regular routine function of a photographic laboratory of this kind, would simply be the task of making copies of fingerprints, photographs of persons who may be wanted by some certain police agency, or under investigation for some reason. The more important functions such technicians will perform, however, will be to use their trained services and knowledge while photographing crime scenes, or of other evidence, but most important, their training and experience as witnesses in Court. Photographers in police work, become acquainted with the things to be photographed for evidence or record, how it should be prepared for proper and accurate presentation in Court. This knowledge, together with other police abilities, render their services invaluable.

A Photographic Laboratory to function properly, should be adequately staffed, but care should be taken not to overstaff. The supervisor, should be a person well acquainted with the work and preferably one, with adequate operating knowledge of all of the functions of his section. The Laboratory Technicians, should be trained personnel in their various fields of employment.

The quality and amount of work produced by any photographic laboratory, depends largely upon the equipment within the laboratory and the ability of the personnel to use it. The basic equipment for a laboratory, which would serve the needs of the Republic of Vietnam is listed below.

- 1 Pako Glossy Print Dryer (Electrically heated)
- 1 Pako Matte Dryer (Electrically heated)
- 1 Dry Mounting Press 14 x 16 inches.
 Electrically heated.
- 1 Printing Box 8 x 10 inches.

- 1 Enlarger to take negatives from 16 mm to 4 x 5 inch negatives.
- 1 Copying camera with adapter backs for Film Pack holders and sheet Film Holders from 2 $1/4 \times 3 1/4$ to 8 x 10 inches.
- 2 Speed Graphic Cameras 2 1/4 x 3 1/4 or 4 x 5 inches, equipped with not less than 2.5 lens. Accessory lens to include telephoto and wide angle.
- 6 35mm cameras with adequate 'ens, including telephoto and wide angle.

- 2 16 mm moving picture cameras with lens not less than 1.9 equipped with turret head and telephoto and wide angle lens.
- 2 16 mm moving picture projectors with sound equipment.
- 3 Beaded screens 60 x 60 inches.
- 2 35 mm slide projectors.
- 1 Copyist machine 14 x 16 inch (To make copies and paper negatives).
- 2 Photo Trimmers.

Necessary Developing, Shortstop, Fixing and washing tanks. If possible these should have a temperature control regulator.

The services of a photographic Laboratory, should be made available to any law enforcement agency, who might require the services of such a nature. This serves many important factors, it provides competent personnel to smaller departments, who may not be large enough to warrant such a service of their own, or from the fact that they may not be able to establish a service of this kind due to financial reasons. Most important, however, is the centralization of such work and thereby building a central place for such police activities to be handled.

ORGANIZATIONAL CHART

more in the state of

IDENTIFICATION SERVICE

