

• *Restricted to the Use of Law Enforcement Officials*

# FBI

## *Law Enforcement*

# BULLETIN



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# FBI Law Enforcement Bulletin

APRIL 1950

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

April 1, 1950

TO ALL LAW ENFORCEMENT OFFICIALS:

In the course of the year 1949 criminals levied a tribute of \$108,047,968.00 against the citizens of 346 American cities each having a population of over 25,000 persons. This amount was the value of property actually physically taken. Armed robbers garnered stolen property worth \$4,559,675.00, thieves lined their pockets to the extent of \$83,502,382.00, and burglars enriched themselves in the amount of \$19,985,911.00.

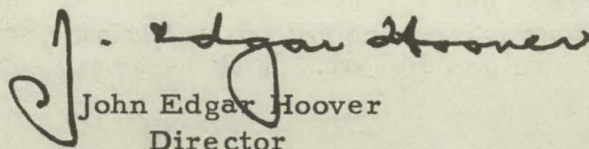
The aggregate of these sums is only a minute portion of the actual cost of crime for the period.

The average citizen, if he were told that he was in any way responsible for break-ins, thefts and armed robberies, would be highly indignant. Indeed, many are ignorant of the fact that local crime waves are often directly traceable to inadequate police personnel. Yet it is the citizen alone who is in a position to demand the appropriation of funds sufficient to support an adequate complement of properly trained and properly equipped officers. Without such a force, protection becomes a meaningless word.

Each year, as the direct result of indifference, ignorance and political venality, millions of dollars are siphoned from the pockets of American citizens into those of thieves and hoodlums. And the most ironic aspect of the truly tragic situation lies in the fact that if even a small portion of the money stolen each year were added to local police budgets, the revenue extorted daily from the public would be greatly reduced.

It is sound business policy to invest in the police department. An alert, efficient corps of officers affords the citizen the finest type of burglary, theft, and disaster insurance.

Very truly yours,

A handwritten signature in dark ink, reading "J. Edgar Hoover". The signature is stylized, with a large, looped initial "J" and a long, sweeping underline that extends across the name.  
John Edgar Hoover  
Director

# ***An Address by—***

## **President Harry S. Truman**

***Before the Attorney General's Conference on Law Enforcement Problems,  
Washington, D. C., February 15, 1950***

*Mr. Attorney General, and gentlemen of the Conference:* When the Attorney General told me of his plan to hold this Conference, I welcomed the idea. It seemed to me that it would be most useful for Federal, State, and local officials concerned with law-enforcement problems to gather together to devise ways and means of making law enforcement better and more effective.

There has been a substantial postwar increase in crime in this country, particularly in crimes of violence. This is disturbing, but it is one of the inevitable results of war, and the dislocations that spring from war. It is one of the many reasons why we must work with other nations for a permanent peace.

I might remind you that after every war this country has ever been engaged in, we have had exactly the same problems to face. After the Revolutionary War, we had almost exactly the same problems with which we are faced now, out of which came the alien and sedition laws, which we finally had to repeal because they did not agree with the bill of rights. Then, after the War Between the States, or the Civil War, we had all sorts of banditry. My State was famous for some of the great bandits of that time, if you recall. We had the same situation after World War I. We had a terrible time then, with the increase in crimes of violence. We managed to handle the situation, and I am just as sure as I stand here that we will do it again.

This postwar increase in crime has been accompanied by a resurgence of underworld forces—forces which thrive on vice and greed. This underworld has used its resources to corrupt the moral fiber of some of our citizens and some of our communities. It carries a large share of the responsibility for the general increase in crime in the last few years.

This is a problem that, in one degree or another, affects every community in the country, and every level of government. Our rural areas as well as our cities are involved in this.

It is important, therefore, that we work together in combating organized crime in all its forms.

We must use our courts and our law-enforcement agencies, and the moral forces of our people, to put down organized crime wherever it appears.

At the same time, we must aid and encourage gentler forces to do their work of prevention and cure. These forces include education, religion, and home training, family and child guidance, and wholesome recreation.

The most important business in this Nation—or any other nation, for that matter—is raising and training children. If those children have the proper environment at home, and educationally, very very few of them ever turn out wrong. I don't think we put enough stress on the necessity of implanting in the child's mind the moral code under which we live.

The fundamental basis of this Nation's law was given to Moses on the Mount. The fundamental basis of our bill of rights comes from the teachings which we get from Exodus and St. Matthew, from Isaiah and St. Paul. I don't think we emphasize that enough these days.

It is just as much your duty to protect the innocent as it is to prosecute the guilty. The friendless, the weak, the victims of prejudice and public excitement are entitled to the same quality of justice and fair play that the rich, the powerful, the well-connected, and the fellow with pull thinks he can get.

Moreover, the guilty as well as the innocent are entitled to due process of law. They are entitled to a fair trial. They are entitled to counsel. They are entitled to fair treatment from the police. The law-enforcement officer has the same duty as the citizen—indeed, he has a higher duty—to abide by the letter and spirit of our Constitution and laws. You yourselves must be careful to obey the letter of the law. You yourselves must be intellectually honest in the enforcement of the law.

Now as President of the United States, I have the most honorable and the greatest job in the world—the greatest position that can come to any man on earth. I am invested with certain great powers by the Constitution of the United States in the operation of the Government of the United



**Left to right: J. Edgar Hoover, Director of the Federal Bureau of Investigation, the Honorable Harry S. Truman, President of the United States, and the Honorable J. Howard McGrath, the Attorney General of the United States, are shown in Washington, D. C., before the opening of the Conference on Law Enforcement Problems on February 15, 1950. President Truman and Attorney General McGrath addressed the Conference. (Associated Press Photo.)**

States. But, I was put into this place by the people of the United States. I am the servant of the people. And in the first place, I am a citizen of this great country. And as a citizen it is my duty as President of the United States to be exceedingly careful in obedience to the Constitution and the laws of this great Nation.

I believe that as President it is necessary for me to be more careful in obeying laws than for any other person to be careful. I never infringe a traffic rule. I never exercise the prerogatives which I sometimes have of going through red lights. I never exercise the prerogative of taking advantage of my position as President of the United States, because I believe, first, that I am a citizen, and that as a citizen I ought to obey the laws first and foremost.

And every one of you has that same responsibility. You yourselves, as I said, must be intellectually honest in the enforcement of the Constitution and the laws of the United States. And if you are not, you are not a good public official.

I know that it would be easier to catch and jail criminals if we did not have a bill of rights in our Federal and State constitutions. But I thank God every day that it is there, that that bill of rights is a fundamental law. That is what distinguishes us from the totalitarian powers. I am confident that you share these convictions with me, and that you will not lose sight of them in your efforts to wipe out organized crime and reduce lawlessness.

I know that your discussions here will be fruitful. I hope that you develop a sound plan by means of which the cooperative efforts of every American law-enforcement agency will be effectively brought to bear upon organized crime.

Your task does not end with today's meeting. It only begins with today's meeting. This spade work must be done in the communities where you live and work. It will be your task to mobilize local opinion and resources against organized crime and the conditions which create it.

In this task I pledge my wholehearted support. Thank you very much.

## ***An Address by—***

# **U. S. Attorney General J. Howard McGrath**

***Before the Attorney General's Conference on Law Enforcement Problems,  
Washington, D. C., February 15, 1950***

Civic leaders as well as lawyers are accustomed to look for and benefit from precedents. In arranging this conference of municipal, State, and Federal law enforcement officials, we observed that in recent years, since the First World War, this country has had a number of challenging crime problems, Nation-wide in scope, which have lent themselves to the technique of cooperative conference, study, and action, by a cross section of the country's enforcement agencies.

Beginning in 1929, the lawlessness precipitated by war and prohibition was examined into by the National Commission on Law Observance and Enforcement. In 1934, the fast-moving violent gangster and racketeer, successor of the bootlegger, was the cause for concern, and resulted in the calling of a Conference on Crime. In 1940, enforcement problems relating to national defense caused the summoning of the Federal-State Conference on Law Enforcement Problems of National Defense. In 1946, Attorney General Clark summoned the National Conference on Prevention and Control of Juvenile Delinquency. All of these conferences resulted in notable developments in law enforcement.

### ***Problem Today***

Today, a new phase of the old problem is upon us, requiring the concentration of the combined efforts of all our law-enforcing agencies. The mobsters of the 1930's have not been entirely eliminated. But their leadership is being supplanted. The modern version combines the worst features of big business manipulations with violence and corruption to clamp a monopoly or monopolies on the illegal businesses of bookmaking, slot machines, "policy" or the numbers game, and other forms of commercialized gambling. These operations of the American public cost billions of dollars and threaten to make a mockery of respectable local self-government. There is reason to believe that such operations are tied in with prostitution and narcotics, and the more violent forms of underworld criminal activity.

Bookmaking, slot machines, numbers games, and the like are illegal in almost every State. It is, therefore, an inescapable conclusion, evidenced by the surveys of a number of local crime commissions and a few successful prosecutions, that in this modern society gambling as a private business cannot operate on its present gigantic scale without corrupting what it touches.

In organized gambling, we are dealing with the biggest illicit traffic since prohibition. Everywhere the pattern is the same—struggling and double-crossing, to eliminate competitors for the right to cheat the public. The racket produces nothing. It contributes nothing to society but trouble.

As an example, the modern numbers racket has been built upon the nickel and dime bets of hundreds of thousands of our poorest people. In more recent years it has moved into offices, shops, and factories where the money wagered makes it a business estimated by investigators to yield \$2,000,000,000 annually. Employee absorption in the play has so affected production in plants in some localities as to cause company and union investigations, and combined action to drive out those employees acting as numbers runners.

Businessmen's associations are concerned, not only with the numbers racket, but with bookmaking, slot machines, punchboards, and all forms of lotteries. They find that in communities where the business of gambling openly flourishes, the clientele of the legitimate businesses are not paying bills and are dissipating their earnings.

I need not dwell on the demoralizing effect upon our children, who are everywhere bombarded, by sight and by hearing, with the temptations of gaming and lotteries. Benjamin Franklin wisely said, "Keep flax from fire, youth from gaming."

The people of this country, State by State, painfully and painstakingly evolved a public policy against the gambling business. At one time public gambling in lotteries was an accepted means of raising funds for public use. The State legislatures, and even Congress, authorized lotteries and

*(Continued on page 23)*

# IDENTIFICATION

## Introduction

The use of fingerprints as a positive means of identification is undoubtedly one of the greatest advancements made in the law-enforcement profession during the last half century. The Chinese have known its value for hundreds of years, but it was only during the first half of this century that fingerprint identification found its place among the revolutionary innovations which we accept for granted today. The majority of law-enforcement agencies presently maintain a fingerprint file of their own. Practically all of them utilize the facilities of the State bureaus of identification and the identification files maintained by the Federal Bureau of Investigation.

The progress made in fingerprint identification has not been limited to the establishment and maintenance of fingerprint files. Advancement has also been made in the development of latent fingerprints.

Generally speaking, latent impressions are those fingerprints and palm prints left on an object when that object has been handled. These impressions may be visible, partially visible, or invisible.

Normally, the human body secretes perspiration which contains about 99 percent water, the remainder being composed of solids, such as salt, urea, and acids. Inasmuch as the friction ridges appearing on the fingers and palms contain sweat pores, a quantity of perspiration is accumulated on the ridges. This is transferred to an object in the form of a fingerprint or palm print when the object in question is touched. The friction ridges on the hands may also accumulate body oils by touching such oil-exuding areas as the face, neck, scalp, etc.

The latent impressions made as a result of perspiration or oils are usually invisible or partially visible. Such impressions can be developed, or made visible, by means of chemicals or powders. The chemical development of latent impressions is usually restricted to porous articles, such as paper and unpainted wood. An article describing this method, entitled "Chemical Development

## Development of Latent Impressions With Powders

of Latent Impressions," appeared in the March 1949 issue of the *Law Enforcement Bulletin*, reprints of which are available to interested law-enforcement officers. Powders are used only on those paper specimens which are too dark to permit contrast if processed with chemicals.

Visible latent impressions are usually made by fingers or palms impregnated with grease, blood, dirt, etc., or when a soft or pliable surface such as putty, soap, or wax is touched. Such impressions should simply be photographed "as is." It should always be remembered that powders are primarily a means of making invisible or partially visible prints visible to the naked eye. Accordingly, no



Figure 1.

powder should be applied to visible prints. Figure 1 illustrates a putty print which has been photographed "as is."

## Equipment

In the development of latent impressions by means of powders, it is necessary, primarily, to obtain satisfactory equipment. Powders should have adhesiveness and be of a certain weight and fineness. A carrying case containing a fingerprint camera, powdering kit, lifting tape, and photographic film is essential. Several types of carrying cases containing the necessary implements are available on

the market. When selecting such equipment, an effort should be made to obtain one which is easy to carry, yet adequate to do a satisfactory job.

The powdering kit used by Special Agents and fingerprint experts of the FBI is custom-made. It contains two camels-hair brushes and two large and four small bottles. The bristles of the brushes are uniform in texture and  $1\frac{1}{4}$  inches in length. The two large bottles contain gray and black powders. The smaller bottles contain powders in the following colors: aluminum, dragon's blood, red bronze, and gold bronze. Figure 2 illustrates the powdering kit used by the FBI.

### ***Powdering Techniques***

The technique used in the application of powders is usually determined by individual experience. If a particular method of applying powders produces good results, the fingerprint expert should continue to use that method. However, there are certain fundamentals which must be followed if the desired results are to be obtained.

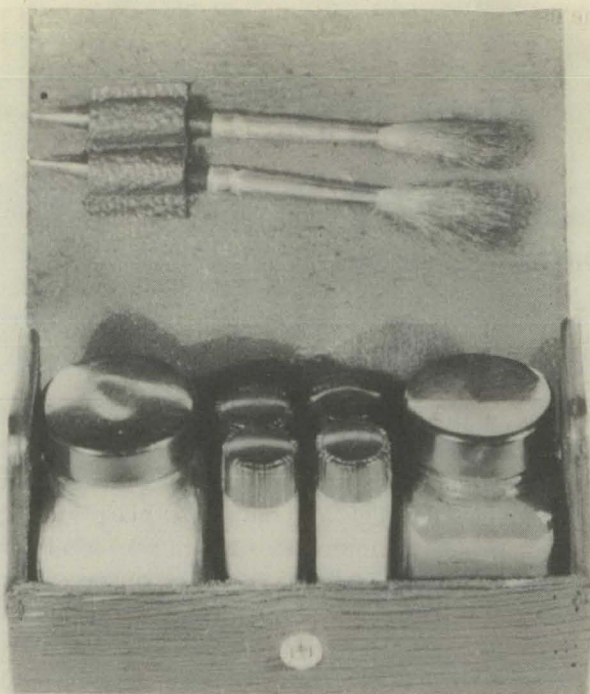
The fingerprint brush should be held lightly. The powder should then be applied to the object and be distributed evenly and smoothly with the tip of the brush. Care should be taken to brush the latents with the tips of the bristles by using short, quick strokes. If the latents are allowed to come in contact with the sides of the brush, the prints are apt to be destroyed.

After the latent has become visible, it should be "dressed" by gently brushing away all of the excess powder adhering between the ridges. This step is extremely important, inasmuch as the excess powder may destroy the clarity of the ridge detail and render it useless for identification purposes.

Figure 3 illustrates a latent before removing excess powder. Figure 4 shows the same latent after the excess powder has been removed.

In some cases it is not possible to remove the excess powder by means of a brush. This is particularly true of oily latents developed on glass or metal surfaces. When this condition occurs an attempt should be made to remove the excess powder with lifting tape. In a great many instances it will be found that the latent will not be entirely removed by the lifting tape and that the latent remaining on the object will be sufficiently clear and distinct to permit identification.

In the processing of large objects such as table tops or safes, some fingerprint experts advocate



*Figure 2.*



*Figure 3.*



*Figure 4.*

the use of atomizers. The experts in the FBI prefer to apply powders with a brush in all instances, inasmuch as the amount of powder applied can be controlled with greater ease.

The selection of the powder to be used is dependent upon the object to be processed. Obviously, an effort should be made to obtain the best contrast. Under ordinary conditions, black powder is used on light-colored objects and gray powder is used on dark-colored objects. Inasmuch as the FBI's experts photograph all latents for permanent record purposes, the selection of powders to be used is controlled by this factor. For example, latents can be developed on reflective surfaces, such as mirrors and chromium objects, by either gray or black powders. Because such reflective surfaces photograph black, however, gray powder is used to obtain the best contrast.

It has been the experience of the FBI's experts that practically all latents can be developed by either black or gray powder. Although aluminum, red bronze, gold bronze, and dragon's blood powders are also contained in the FBI's powdering kit, these powders are rarely used. They are only available for use when the expert has reason to believe that they will produce better results than gray or black powders.

It is the opinion of FBI fingerprint experts that colored powders are not particularly essential in the development of latents. Red, yellow, green, blue, and orange powders photograph black or white; therefore, black or gray powders can be used to obtain the desired results.

Some identification experts have had favorable results using fluorescent powders to develop latents on multicolored surfaces. Latent impressions developed with these powders must be photographed with ultraviolet ray equipment. The physical nature of fluorescent powder is such that it has a tendency to adhere to the background. Accordingly, it is important that an effort be made to brush away all of the excess powder, lest a "fuzzy" or indistinct print be developed.

Since a medium shade of gray powder will photograph both white and black, depending upon the background, it can be used successfully, in most instances, to develop latents on multicolored surfaces. Should difficulty arise in obtaining a clear impression developed with gray powder, the latent should simply be lifted with lifting tape and the lift photographed.

Examination of an object very often will disclose latents which have become dried out, and to

which little or no powder will adhere to make the latent more visible. In most cases, such latents can be made more visible through the aid of photography. The photographing of these latents is relatively simple if they appear on transparent objects, such as glass. However, the task is rather difficult when the desiccated latents appear on metal surfaces. FBI fingerprint experts have had considerable success in photographing such latents with reflected light, using a white blotter as the reflector.

### ***Powdering Problems***

1. *Rear view mirrors.*—It is extremely important that the back, as well as the front, of a rear view mirror be processed. In order to do this properly, the mirror must be removed from the car. In numerous cases, latents have been developed on the back of a rear view mirror which later were identified with the perpetrator of a crime. In some instances, it has been observed that the subject made an obvious effort to wipe off latents appearing on the reflective surface of a mirror, at the same time failing to wipe off latents appearing on the back.

2. *Porcelain.*—Additional caution should be taken when processing objects such as sinks, bathtubs, stoves, washing machines, and refrigerators. Due to the highly glazed surface of porcelain or enamel, latents may easily be destroyed if the fingerprint powders are carelessly applied thereon. The powder should be spread on these objects very carefully and when latents become visible, they should be "dressed" by using short, light strokes of the brush.

3. *Metal coin boxes.*—Some difficulty has been experienced when processing metal coin boxes taken from slot machines or juke boxes. If the box has a shiny, reflective surface, gray powder should be used and the latents photographed in the usual manner. However, if the box has a dull, gray surface, black powder should be applied. Since such boxes are not as smooth as those which have a reflective surface, the black powder should be spread back and forth several times. This allows the powder to cover the minute depressions of such surfaces.

4. *Firearms.*—The treatment of nickel-plated and blue-steel firearms is handled in much the same manner as metal coin boxes. The reflective surfaces of nickel-plated guns should afford no difficulty if processed with gray powder. Gray

powder should also be used on blue-steel guns, spreading it back and forth several times over the surface and then brushing thoroughly when "dressing" the latent. When processing firearms, or any type of metal object, the use of metallic powders should be avoided, inasmuch as they have a tendency to adhere to the background.

5. *Leather*.—Under ordinary conditions, latents cannot be developed on heavily-grained leather objects. However, a visual examination should be made to disclose any partially visible latents which may have been formed by abnormal secretions. These latents should be photographed "as is" or powdered, depending on their degree of visibility. When treating leather wallets, the celluloid card holder and any paper specimens contained therein should be considered as sources of latent impressions.

6. *Plastics*.—Lack of uniformity in plastic composition has created great difficulty when treating these surfaces for latents. Two apparently similar plastic articles will react differently to the same powder. Before processing plastic objects, it is suggested that control tests be conducted. This is done by placing a small amount of powder on the surface to determine whether or not most of the excess powder can be brushed off the background. Black, gray, and dragon's blood powders have proved successful in producing latents. In most instances, aluminum and powders containing an excess of metallic powder will prove unsatisfactory, inasmuch as these powders have a tendency to adhere too tenaciously to the entire surface.

7. *Translucent glass*.—Translucent glass is that so-called "frosted" or "obscure" glass used as partitions for offices or on the entrance door to offices. This glass is smooth on one side and rough on the other. Under normal conditions, latents suitable for identification purposes are rarely developed on the rough side of the glass. The problem occurring in the treatment of this type of glass is usually not one of developing the latents but rather, a problem in photographing the impressions. The detail of the latent impression developed on the smooth side of the glass is usually obscured by light reflecting from the rough, grainy side. This background can be easily eliminated by applying fingerprint ink or black paint on the rough side. The ink or paint must be allowed to cover the surface thoroughly, thus eliminating all reflections of light.

8. *Adhesive tape*.—It is obvious that the sticky side of adhesive tape should not be treated with powder. The Bureau has successfully developed latents on this substance by exposing it to iodine fumes. It is preferred that the fumes be applied by means of an iodine gun.

### ***Objects Affected by Humidity and Moisture***

In some localities in the United States, during certain seasons of the year, the humidity is so high that moisture collects on practically all objects exposed to the weather. Even objects in unheated buildings may be thus affected. This condition also occurs in any locality after a rainy period continuing for two or more days. Needless to say, it is impossible to powder objects when in this dampened condition. Contrary to general opinion, moisture will not always destroy latent impressions. The possibility of latents remaining on an object after it has been exposed to moisture is dependent upon the amount and type of secretion deposited. If an oily secretion is deposited, there is a possibility that the latent will not be destroyed even if the object is immersed in water. The FBI's experts have developed latents on bottles which were handled, not only before exposure to moisture but also in those instances where the bottle was handled when wet. Specifically, latents can be developed on bottles removed from dispensers in which the bottles are immersed in water to keep cold. The Bureau has also developed latents on the outside of window glass, automobiles, wood, etc., after exposure to dew or rain. The treatment of objects exposed to such conditions is relatively simple—the object must be dried before powdering. An automobile exposed to dew or rain can be dried out by removing it to a heated garage. Objects in a damp room can be dried by using a portable electric heater or by utilizing the heating system available in the house. Smaller articles such as bottles, cans, etc., can be dried rather quickly with a hair dryer.

The FBI fingerprint experts realize that the possibility of latents remaining on articles is lessened when subjected to moisture; however, the foregoing information is offered to emphasize the importance of processing all articles, regardless of the circumstances, inasmuch as latents have been developed under similar conditions.

## FEATURE ARTICLE

### Introduction

Since the law-enforcement official is, at times, faced with the problem of putting a good likeness of a wanted subject into circulation, it is believed that some information relative to the possible solution of this problem may prove valuable. In many cases, only small snapshots of the fugitive are available. At other times, the only photographs extant are worn, crumpled, torn, or defaced. A third problem is the old photograph, taken at such a remote time that it is of little value for identification purposes. Lastly, there is the problem of a complete absence of photographs.

There are, however, ways of overcoming these problems, at least in part. By means of photo reconstruction, photo retouching, and "artist's con-

## Identification

### Pictures—From Bad to Good

ception" drawings, a reasonably good likeness of a wanted individual may be obtained.

The Cartographic Section of the FBI has developed the following working procedures through extensive research and practice, and, while these methods may be modified according to the desires and needs of the individual, it is believed that the following procedures are the simplest and most practical for general police work. It should be noted at this time that although photo reconstruction and retouching for law enforcement use is somewhat similar to commercial retouching and restoration work, it is, nevertheless, done with a complete disregard for any aspects other than clarity and accuracy of portrayal; no "prettying" or "idealizing" of the subject is indulged in.

For clarity, the subjects of photo reconstruction, retouch and "artist's conception" drawing will be



Figure 1.—Example of mutilation, including tears, creases, scratches and burning.



Figure 1a.—Brush drawing of mutilated photograph.

handled separately, however, the first two are closely allied and will differ only in details of handling.

### ***Photo Reconstruction***

This work is done on photographs which have been torn, partially burned, wrinkled or scratched as in figure 1.

The print is flattened by cementing it to a cardboard backing. Torn edges of print are matched carefully. If the print is in several pieces, it is assembled piece by piece like a jigsaw puzzle. Crumpled prints in one piece are clamped under glass for copying or mounted on cardboard by using a dry mounting press and dry mounting tissue.

The print is copied photographically and, if necessary, enlarged so that the head is at least 2 inches high. This size enlargement has been found to be quite convenient to use for rendering of detail and may generally be copied "as is" size for distribution. Either glossy or matte paper is used. Matte paper is easier to work on, but glossy prints have more depth for reproduction.

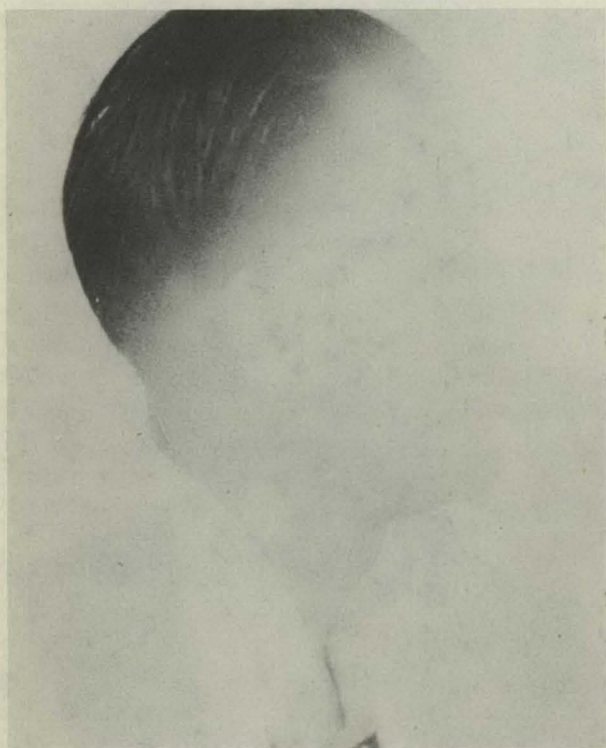
The enlargement is then mounted on cardboard and an artist, using photographic grays (retouch

colors), carefully builds up all missing portions of the photograph, matching and blending the various basic grays of the standard retouch colors into the original tones of the photograph. Crease lines which have been picked up by the camera are eliminated in this same manner. A final smoothing of tones is done by airbrushing matching tones over the hand-done retouching. This further blends the tones and smooths out objectionable brush marks.

The retouch enlargement is now copied photographically and finished prints made for release.

If more than one outdated or mutilated photograph of the subject is available, these additional pictures may aid the artist in restoring facial outlines by showing clearly a portion of the face which is obscured or damaged on the master print. When obtainable, descriptions of the fugitive given by associates or acquaintances of the subject are often valuable aids.

A high degree of skill must be exercised in rebuilding missing facial contours, since unskillful handling of the work could result in distortion and change the appearance of the photograph so greatly as to render it valueless for identification use. A careful study of the original photograph



**Figure 2.**—*Example of print with image partly obliterated.*



**Figure 2a.**—*Retouched print with facial details worked in.*



**Figure 3.—Example of fuzzy print—much facial detail lost.**

before and during the retouching process is vital, since the artist must be as accurate as possible in his rendering and in many cases his only guide is the photographic print before him.

The original photograph is studied under varying conditions of lighting, both with the naked eye and under moderate magnification. By this means it is often possible to discern features which would be missed in straight photographic copying. This is especially true in the case of tintypes.

### ***Time Element***

In cases where time is at a premium, a direct sketch may be made from the mutilated photograph, thereby saving the time required for photographically copying the original. The result is a pencil or brush drawing having the appearance of an "artist's conception" drawing, but with the added accuracy of direct reference to a photograph during preparation (see fig. 1A). Note that extra care must be taken in making a drawing of this type, since all features actually appearing on the mutilated print must be faithfully reproduced.



**Figure 3a.—Retouched print showing full facial detail.**

Approximately the same basic technique is used when making photographs from damaged negatives. In this case, the negative is flattened under pressure and prints are made. Badly torn negatives may be repaired with scotch tape, and slight tears may generally be closed by pressure during the printing process. Prints from such negatives are retouched to eliminate imperfections and the processed print is recopied after all art work is finished.

At times, negatives are received which show only a portion of the face clearly, the rest being over- or under-exposed or cut off entirely. In such cases, the best possible print is obtained from the normal portion of the negative and the indistinct portions of the print are built up by hand art work (see figs. 2 and 2A).

By careful study of this type of negative under varied lighting conditions and with some magnification (for small negatives) the artist can sometimes determine dim facial contours which will not print photographically. He then builds up these contours on the print. When portions of a face or head are missing they must be filled in from descriptions or by reference to other photographs.



**Figure 4.—***Print with arrest number showing and subject wearing hat.*

### **Photo Retouching**

Retouching is used on whole prints with good surfaces when some change or enhancement is desired. Such changes may be sharpening of facial characteristics (on blurred or fuzzy prints), see figures 3 and 3A; elimination of distracting or irrelevant material (old arrest numbers, persons beside subject in group pictures, superfluous objects, etc.), see figures 4 and 4A, 5 and 5A; removal of hats and changes in clothing (when subject generally goes hatless or when subject is in uniform of armed services), figures 4 and 4A; addition of clothing (in cases where subject has been photographed nude or in bathing costume), aging, adding weight to or removing weight from subject, addition or deletion of hair, beards and moustaches, and intensification of faded photographic images.

In making such changes, the original print may be used if desired or it may be copied and enlarged if necessary. In most cases it is advisable to retain the original print intact and work on a copy.

The original (or the copy) is mounted on cardboard as in photo reconstruction. Photographic



**Figure 4a.—***Retouched print with arrest number and hat removed.*

prints of the proper shades are then applied with a pointed red sable brush. Great skill must be used in this work to maintain a naturalistic appearance and preserve the likeness. Additional photographs and personal descriptions are very valuable when doing aging and hair or beard removal. Changing or addition of clothing may be done rather easily, since the facial characteristics remain untouched to a great degree. Backgrounds are generally airbrushed out in a flat tone which contrasts with the tone of the head and face. This is accomplished by masking the head and body areas with frisket paper and then applying opaque water color to the exposed portion of the print by means of the airbrush. Sharpening of facial characteristics is done with a pointed sable brush and retouch colors. This brush work may be followed by airbrush blending or may be used as is. Intensification of faded prints is similar to this, tones being merely heightened and made stronger.

When all art work is completed, the retouched print is copied photographically and prints for release are made from the negative so obtained.



Figure 5.—*Photograph with face partly obscured by hand of subject.*

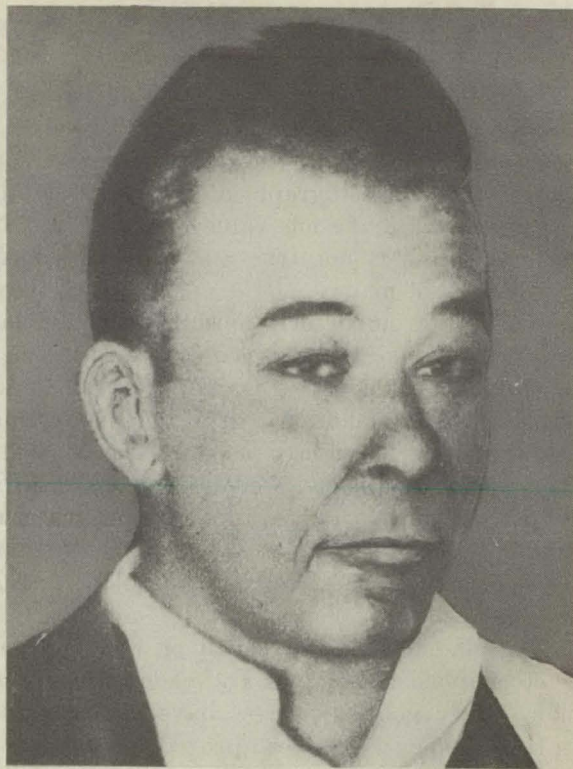


Figure 5a.—*Identification photograph made by retouching process.*



Figure 6.—*"Artists' Conception" of fugitive. Made from description of subject with criticism by persons who were familiar with subject's appearance.*

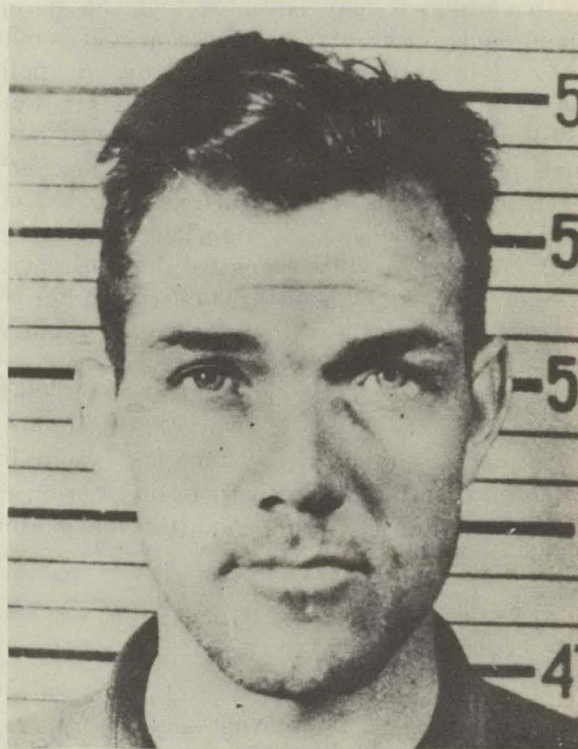


Figure 6a.—*Photograph of subject.*

## **"Artist's Conceptions"**

When there is a total absence of photographs of a subject, the only means of getting a likeness in most cases is by use of the "artist's conception." In a few cases, photographs of persons resembling the fugitive are of some value for direct use, but generally this is not true and "artist's conceptions" must be made.

Working from descriptions provided by law-enforcement officers or associates or acquaintances of the subject, the artist draws a portrait sketch. When available, photographs of persons resembling the subject are used as guides in drawing. This sketch is then viewed by persons familiar with the subject's appearance. From criticisms offered by these persons, the sketch is modified until it resembles, as closely as possible, the fugitive.

This sketch (done in pencil or wash) is then photographed and copies are made for distribution. Very good likenesses have been obtained in this manner as has been proved by comparison of the "artist's conceptions" with photographs taken after apprehension of the fugitive (see figs. 6 and 6a.)

In closing, it may be noted that the simpler hand-done forms of reconstruction and retouch may often be done satisfactorily by any police officer who is moderately skilled in art work. Skill can be acquired fairly rapidly with intensive practice. "Artist's conceptions" are, however, the province of the skilled artist and should not be attempted until a high degree of artistic skill is acquired. It is suggested that the services of local artists may be utilized effectively for this type of work and also in reconstruction and retouching since the FBI cannot perform these services for local police departments. A careful checking of these drawings by persons familiar with the appearance of the subject is essential.

The materials for doing basic reconstruction and retouch work are not costly and may be obtained in nearly all cities. They are:

### **Essential:**

- Red sable brushes No. 1.
- Red sable brushes No. 3.
- Red sable brushes No. 5.
- Photographic grays No. 0-5 (full range of shades from white to black).
- Rubber cement (for mounting photos).
- Mounting board (or light cardboard).
- Scotch tape (transparent—for repairing torn photos).
- Drawing pencils and erasers.

Optional (requires skilled operator):

- Retouching type airbrush.
- Frisket paper.
- Frisket knife.

Some photographic equipment is necessary for copying and enlarging, but equipment of this sort is generally available to the larger police department. Using the techniques and materials mentioned above, it is possible for police departments to turn out creditable likenesses of fugitives from photographs which would otherwise be of doubtful utility.

## **Suicide Identified**

The fingerprints of an unknown woman who had committed suicide by drinking nitric acid were forwarded to the FBI by the police department, Olympia, Wash., on November 21, 1949. The only identification found on the deceased's person was a black purse containing a Social Security card on which the name "Stella Mark" appeared.

The fingerprints were found to be identical with those of one Vera Elizabeth Pociėjus. The files reflected that this woman, apparently a victim of amnesia, had appeared at the Jersey City, N. J., Police Department on August 23, 1946. She believed herself to be Mary Smith. At that time her identification was effected through FBI files as Vera Elizabeth Pociėjus, who had registered in compliance with the Alien Registration Act of 1940 inasmuch as she had been born in Poland.

## **Fingerprints Verify Identity**

Shortly after midnight of November 13, 1949, a man entered the Bar-B-Q Lunch Stand at the outskirts of Burlington, Iowa, threatened the proprietor with a .45 caliber automatic, took a quantity of money and fled from the scene.

Police were promptly notified, the robber was located and a gun battle ensued. The holdup man was killed.

The only identification found on the body of the dead man was an Iowa driver's license bearing the name Harry Jarrard Maybee. Officers immediately forwarded the deceased's fingerprints to the FBI's Identification Division where identification was effected. The dead man was one Harry Maybee whose long record began in 1920 when he was sentenced to 10 years for breaking and entering. Armed robbery appeared to be the subject's criminal specialty.



# **Traffic Safety in San Diego**

The San Diego, Calif., police are using every available method for the dissemination to the public of information relating to traffic safety. The police department went "all out" in 1949 to cause its work in this field of operations to be as selective in nature as the enforcement and engineering programs are, thus meeting the needs of specific groups of people and paralleling specific needs. Seasonal trends, predictions based on the analysis of past experience, and even the unpredictable, are met with a well-planned, well-rounded publicity, informational and educational program.

## ***Objectives***

The objectives of the traffic education program are: To arouse people to recognize the seriousness of the accident problem; to gain support for needed legislation; the proper enforcement of the existing laws; the expenditures of money necessary for engineering improvements; to inform citizens of the police policy relating to traffic law enforcement; to teach the meaning of the laws and the use of modern engineering aids; to inform the public of the "how," "when," "where," and "why" of accidents, that they may recognize their own individual responsibilities for skill, courtesy, caution, and common sense in the use of the streets and highways; to make it fashionable and popular to drive safely and sanely, and unfashionable and unpopular to drive poorly or recklessly.

With the exception of spontaneous requests or demands created by unforeseen experiences during certain periods of the year, the San Diego traffic education program is a sustaining program which has four main fields of operation: (1) A program designed for youthful drivers; (2) a program for professional drivers; (3) a program for military and other occupational groups; and (4) a program for the general public.

## ***Youth Program***

Generally speaking, the youths' safety program is a cooperative, educational program with the city

schools, Parent-Teachers Association, and other groups interested in the training of young persons so they may survive in this automotive age. To accomplish the desired results, a student safety council was formed. It consists of student representatives from the 14 junior-senior high schools and the vocational high school in the city, who meet at least once a month during the school-term year to plan and pass on all safety activities to be placed in operation during the year. A group of instructors and officers attached to the Traffic Education Office act as counselors to the student representatives. It is interesting to note that not only has each school participated in some sort of feature program aimed at traffic safety, but also that driver training (classroom and behind-the-wheel) which got its start in one school, grew steadily until today, San Diego is proud of such classes in all high schools.

## ***Feature Program***

Examples of feature programs designed and inaugurated through the efforts of the Student Council are: A cartoon caption or safety slogan contest sponsored by businessmen's associations who made merchandise awards to the winners of the contest at a banquet held in their honor. The cartoons, to stimulate ideas, appeared in each issue of the school papers. Several of the schools carried on traffic safety poster contests. The posters, created by the students, were placed on display in prominent store windows, and newspaper and radio publicity was given the contest. All the students were encouraged to locate the series of posters placed on display in the business districts and write a brief slogan or reminder about each poster located. Prizes were again given for the best work submitted by the artist and the slogan writer. During the year, a radio traffic quiz program is planned. Representation will be solicited from all the 14 junior-senior high schools and the vocational schools in the city. Judges will determine the best answers to questions relating to traffic,



*Driver training clinic (psycho-physical) on display at the San Diego County Fair.*

and through an elimination process, the winning school will be chosen in the 14-week contest. Merchandise prizes will again be given.

### **Juvenile Education**

The unique method of handling juvenile traffic law violators employed by the San Diego Police Department plays a most important role in the overall education program. All drivers under 18 years of age who receive citations for violations of the law are cited into the Juvenile Bureau where they must appear, accompanied by their parent or guardian. Cases are reviewed and disposed of by well-trained officers specializing in juvenile work. All penalties imposed are based upon the merits of each case and an agreement among counseling officer, parent and juvenile. Typical penalties or dispositions are: (1) Assigned to traffic school; (2) operator's license suspended with parent's consent; (3) suspended action pending future citations

and behavior; (4) referred to Probation Department; (5) dismissal; (6) not to drive (to be enforced by parent); (7) license suspended and held by parent; (8) transferred to other counties (out-of-county residence); and (9) permission to drive only to work during a designated period of time. It is interesting to note that during the fiscal year 1948-49, only 145 juvenile traffic cases out of over 3,000 had to be referred to the Probation Department—usually because the juvenile's past record and present attitude indicated that he was incorrigible.

The second phase of the youths' safety program consists of a juvenile traffic school conducted each Saturday morning at the San Diego Police Training Division classroom. The attendance is made up of students who have been cited for a traffic law violation. Each student is assigned to four sessions of the class, or a total of 8 hours of classroom work. The school has gained much popularity



*Three of the dual control cars used in the Behind-the-wheel Driver Training Program given in the city schools. Left to right: Instructors Gerdis, Jewell, and Peterson.*

among the students and parents as evidenced by the number of volunteer or parent-made assignees to the classes monthly. During the last school-term year, only two students "repeated" and had to be reassigned to an additional 8-hour course. Not one of the students trained in high school classroom and behind-the-wheel training was enrolled in the school—proof enough of the values of education and cooperation for traffic safety.

The fact that during the year 1948 there were no deaths among the 5-to-14-year age group and but three deaths in the 15-to-19-year age group as compared to five deaths in the 0-to-4-year age group, makes it important to mention another supplementary activity sponsored by the San Diego Police Department—namely, the School Safety Patrol which has won fame for its "no injury, no fatality" record since its inception 14 years ago. This activity is deemed to be one of the best for developing responsible law-abiding, safety-minded citizens. The fact that the San Diego records prove that graduates of the patrol who have since grown up do not become involved in traffic crashes, nor do their names appear on the traffic law violators' records, is payment in full for the many hours spent in training youths of the fifth and sixth grades to handle a man-sized job.

### ***Professional Drivers' Program***

Most vulnerable of all the limited groups in the city for a good traffic safety program are the

professional drivers. This is true because not only are the men who hire out their driving ability willing to learn more about safety in traffic, but also their managements are most cooperative in expending time, effort, and money for the cause. Services to professional drivers are many. Professional drivers' bulletins are prepared by the Traffic Education Office and mailed to each agency monthly. A special analysis of each company's accident experience, correlated with the average mileage rate of all reporting companies, is made available to management. Safe-driver award cards, signed by the chief of police and the employer, are provided. Trophies are presented to companies setting a 100 percent accident-free year. Contests are devised in conferences between police representatives and the managements of the several agencies represented in the program, so designed as to stimulate safe practices among employees, with proper awards for each driver's own accident-free record.

Officers of the department are always available to the individual companies, or their association safety meetings, to enter into round-table discussions, answer questions, or to conduct entire programs. A police-operated psycho-physical clinic is maintained and made available to the entire group through requests and schedules provided by employers.

The most colorful new event in the area relating to the professional drivers' program was the truck drivers' roдео which was presented to an audience of over 6,000 paid admissions at the 1949 county fair, and has been instituted as an annual event.



*San Diego School Safety Patrol at work.*

Work with military installations in the area is done entirely by request from the safety engineers or commandants of the several naval, Marine, and Army bases. Professional driver materials are made available to them, and officers are dispatched to attend their planning meetings to lecture or conduct other programs. Articles, or ideas and materials for articles in papers, edited by the particular base, are furnished sporadically and upon request. One base in the area planned a 3-month training course which was conducted by the police. The results were indeed pleasing, for a higher accident frequency experienced there was suddenly reduced to less than 3 accidents per month, with an average cost of about \$30 per accident. The base houses approximately 5,000 individuals who drive personal and vehicle-pool cars.

### ***The General Public***

Publicity and educational programs to the general public are conducted along the lines suggested by the National Safety Council's "Operation Safety." A different civic or service club's safety committee is placed in charge of a month's program, and a police-prepared program system is furnished the chairman of the committee. The department has received the whole-hearted cooperation of the Lions, Kiwanis, Optimists, Chamber of Commerce, Junior Chamber of Commerce, United Commercial Travelers, 20/30 Club, Business Womens' Association, Soroptimists, Truck and Warehouse Association, Automotive Trades Association, New Car Dealers' Association, and the San Diego Advertising and Sales Club.

Every medium for dissemination of educational or purely publicity information has been used by the committees of these clubs. The average club receives more than 300 column-inches of feature stories in the daily papers per month, plus editorials and other news articles. Radio stations have been most cooperative with time for programs plus spot announcement services. Safety parades are conducted and floats for other civic parades have been provided. Displays at public events and in local store windows are used as an added attraction for some programs. Cartoons, posters and contests open to the public have been used extensively. A close scrutiny of this work in its entirety offers proof of the selective nature



***The San Diego Police Juvenile Violators' School,  
Officer J. L. Warren instructing.***

of the "general" education program. The type of program, such as "Dangerous December," sponsored by the Junior Chamber of Commerce in 1948, offers a good example of planning to meet the needs of the community. The value of such a program is apparent when the records of San Diego's accident experience during the holiday season are reviewed.

Press and radio alike, fortified by a poster and letter campaign, kept the motoring public safety-conscious throughout the season. The letters referred to were composed by the businessmen members of the Senior Chamber of Commerce and were addressed to the employers throughout the city asking them to cooperate with the safety endeavors by minimizing holiday celebrations and the usual "open house" parties which, although given as a morale-building device, actually result in accident and sorrow-building realities.

Drunk driving cases, and especially accidents involving persons who had been drinking, were greatly reduced from the previous year's experience—proof sufficient of the values of this program.

Police officers are always made available for club meetings to assist in planning programs and, in many cases, to conduct entire safety programs.

Included in the safety education activities are assignments such as writing for publications, the preparation of monthly and annual traffic reports, the compilation of work completed for national and State contests in this field of police operation, and special accident studies.

The personnel of the San Diego Police Traffic Education Office consists of three officers and one clerk. The investment in salaries, and a budget of \$1,500 annually, are well justified by the results.

# CRIME PREVENTION



## **Juveniles Interviewed by the Police**

*by* CAPT. FRANCIS J. HENNESSY,  
*Police Department, Boston, Mass.*

The phrase "Interviews With Juveniles" is an inclusive one and calls to mind various aspects of interviewing, any one of which could be singled out and treated as a subject in itself. For the purpose of this discussion, however, we shall confine ourselves to that particular phase of juvenile interviewing which takes place after the youth is in police custody.

In connection with the interrogation of juveniles, we are concerned with a boy or girl who can be salvaged for society, who is potentially a law-abiding citizen, and all our energy should be directed toward that conclusion. It is in our relations with juveniles that we as police officers come more closely to fulfilling probably the most important commission with which we are charged, that of deterring youngsters from crime. Our effort to gain and hold the confidence and respect of erring youngsters should be the prime consideration of every interview. Now let us discuss the actual interview.

### ***The Interview***

It is obvious that each interview will present problems peculiar to the circumstances of the case, as well as the personality of the individual, so a discussion of this kind will necessarily confine itself to general procedure.

Proper inquiries, however, will have been made as to the educational and financial background of the individual in order to formulate a general setting for the actual motive. Inasmuch as we are concerned with juveniles, we cannot overlook racial, religious, or perhaps sex influences as actuating elements in the commission of crime. This is, admittedly, ground work, but the age of the offender justifies a thorough examination of causes which led to the offense as oftentimes our removal of these causes will of itself restore the youngster to normal lawful living. To any of you who may wonder whether or not these inquiries are properly a police province, the very closest interdependence, insofar as it pertains to teen-age crime, should be maintained, in my opinion, among the clergy, the sociologists, and the police.

Let us consider some of the physical aspects of the interview. The scene of the interview should be, if possible, a large, airy, well-lighted, non-official looking room. There should be an absence of shouting, threatening gestures, and derogatory or degrading remarks of any kind. In attempting to gain the subject's confidence, the value of his cooperating with you should be recognized. Youngsters who come in contact with law-enforcement officers generally possess highly expressive personalities and any semblance of abuse will engender militant, undisguised hatred with its resultant, defiant reticence. Although it is difficult to penetrate the veneer set up by some juveniles, a disarming manner will often reduce reluctance to speak to open garrulity. When the subject begins to speak, even though the topic be one of vehement denial, by all means let him continue; when he reaches his conversational pause, expecting you to make comment or ask a question, remain silent; his embarrassment will usually occasion another flow of words. The maxim that liars cannot lie consistently is particularly applicable to juveniles and full advantage should be taken of this fact. Another point to bear in mind is that derisive but friendly, smiling gestures often have the effect of loosening up the subject and, in about the most convincing way imaginable, show him your disbelief in his statement.

When you have assigned someone to conduct the interview make certain that he is unhampered. One individual interrogating intelligently is far more effective than 8 or 10 persons sending out "hit or miss" questions. Too often in police interrogation we encounter the picture of an immediate superior "butting in" and asking questions which have already been covered, with the net result that the tenor of the whole interview has been distorted. It has been my experience, that in police interrogation we have too many "getting into the act." We occasionally find a police officer asking questions with no end in view other than to impress his fellow officers, hoping that they will consider his question to be a clever one. This contributes nothing to the interview and destroys

any confidence which may have been established in the person interviewed. In fact, although this point is especially pertinent to the interviewing of juveniles, I would definitely recommend its being given attention in all phases of interrogation.

### ***General Principles***

Each individual case will, of course, dictate its own procedure but let us try to enumerate some general principles which will be common to every case. As in everyday interrogation, with few exceptions, we should not allow the juvenile subject being interviewed to know how much information we possess or how many of his confederates have been taken into custody. We should also adhere to normal procedure in keeping the different subjects separated when more than one are arrested for complicity in the same offense. However, I do not deem it prudent to make written notes while actually interviewing juveniles. Youngsters attach exaggerated importance to it and this will be noticeably reflected in their manner as well as in their actual answers. In most cases, we are not attempting to obtain a signed confession but are trying to achieve a truly conversational interview which will produce the same result.

### ***Psychological Approach***

An interesting and sometimes rather amusing bit of psychology can be successfully applied to the interviewing of very young juveniles. Convince them of their good fortune in having come in contact with the police at this particular stage of their crime career; create an air of finality about the whole situation and emphasize how calamitous their plight could have been had not good fortune intervened. As they are novices at being at odds with the law and, inasmuch as their poorly equipped mental faculties have been overtaxed with fear of apprehension, they will readily welcome their deliverance and tell all, naming names and places.

It should be remembered that in juvenile interviews probably the most important information we can elicit is that which will concern any adults who may have instigated the crime, or who have advised or counseled its method or manner of commission, or who have been solicited to buy the proceeds of the crime. The identity of these persons should be one of our chief goals in juvenile interviewing and many of our questions should be formulated with that specific end in view. The

prosecution of adult accomplices, or accessories in any degree whatsoever, is one of our surest ways of reducing the juvenile crime problem. One scheming adult will contaminate ever so many youngsters and successful interrogation is a simple, expedient method of uncovering their activities.

A common stumbling block in questioning children is their insistence in conforming to the code of "not squealing." This presents one of the most difficult problems with which you have to contend. First, you should ascertain whether or not this determination to withhold information emanates from fear of physical injury at the hands of an accomplice or whether or not it is motivated by adherence to what they believe to be a criminal code. In the former case you can usually allay their fears by quiet, earnest reasoning, but in the latter situation the problem admits of no such simple solution. This type of person is very often mentally retarded to some degree or other so he will not be so susceptible to logic and reasoning—a fact which immeasurably handicaps any interviewer. Nevertheless, you can often overcome this by confronting him with actual statements made by any one of his accomplices, which are detrimental to him. If circumstances do not warrant an opening of this kind, I would study his background further. In some difficult cases I have found that resistance can be overcome by having the child's clergyman or a member of his family assist in the interview. Again, let me emphasize that neither of these factors should be overlooked nor should their importance be minimized in the juvenile problem.

### ***Cooperation***

Many of our forward-looking communities have established youth boards which act as a liaison between the police and the courts. As soon as these bodies efficiently institute some system whereby interviewing of juveniles will be conducted simultaneously by representatives from each division, before arraignment and adjudication, I believe we will have taken the most important step in the interviewing of juvenile offenders. Differences will necessarily have to be resolved; probably the courts could be represented by the juvenile probation officer, the police by its specialist in juvenile delinquency; but however it is brought about, in my opinion, it holds the greatest promise of solving most of our juvenile problems.

## POLICE PERSONALITIES

Redwood City, Calif., enjoyed a population of 1,600 persons living within its less than 6 square miles of area in 1913. Today, the city numbers 25,000 residents. Back on October 1, 1913, Redwood City's two-man police force was augmented by the employment of Patrolman Clement L. Collins. On March 1, 1919, after serving 7 days a week, 12 hours a day on the force, "Mickey" Collins became chief of the department. On October 1, 1949, the oldest chief in point of service in the State of California, Chief Collins retired.

Redwood City's ranking officer has seen his force grow from 3 men to 26; from no means of transportation to a radio-equipped fleet of 6 automobiles and 3 motorcycles; from archaic methods of communication to the present extended telephone system, modern radio, and teletype connection on a State-wide network.

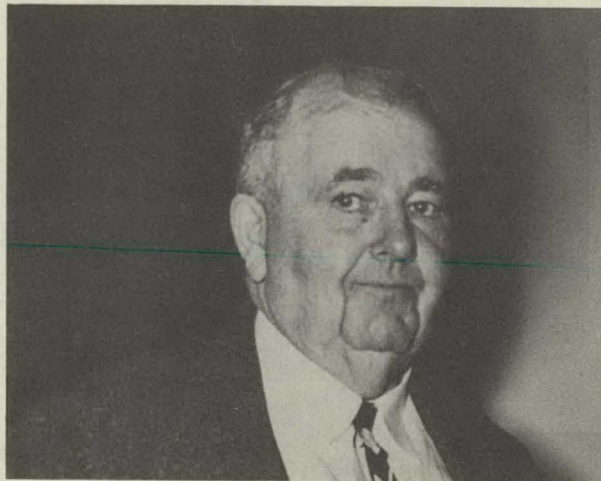
The fact that Redwood City has not had a bank robbery while Chief Collins has been in office, and that only one murder has occurred in 25 years, is testimony to the highly efficient manner in which he has combined sound police practices of the early days with the advanced techniques used in law enforcement today.

The criminal knew that during the administration of "Mickey" Collins, Redwood City's motto, "Climate Best by Government Test," was meant for the law-abiding only.

Chief Collins is well known to circus people. He counts among his many friends, the owners, managers, troupers, and employees of numerous circuses, and he has taken brief vacations from his job to travel with a circus.

"Mickey" Collins has held many offices in peace organizations. He is a firm believer in selecting the best available personnel and giving them specialized training. It was as a result of his farsighted judgment that Lt. Stanley Wood was sent to the FBI National Academy. On "Mickey's" retirement, Lieutenant Wood succeeded to the office of chief.

## "Mickey" Collins Retires



*Chief Collins.*

Chief Collins has never been known to miss an annual convention of the California State Peace Officers' Association. He is the last active police official who was present in 1922 when that organization was formed and is a member of the IACP, the Bay Counties Peace Officers' Association, the Peninsula Police Executives' Association, and the Peninsula Police Officers' Association.

After providing the public with the best type of law enforcement for 36 years, Chief Collins stepped down from the ranks of active police officers. The many ceremonies attendant upon his retirement were testimony to the regard in which he is held by both peace officers and public.

## ***Texan Completes 25 Years of Service***

Lt. Robert Newton Baker, known to friends and associates as "Newt," recently completed 25 years of service as an officer of the Paris, Tex., Police Department.

Born at Weatherford, Tex., on November 16, 1892, Lieutenant Baker was a member of the Border Patrol on the Texas-Mexico border from

1914 until 1917 when he entered the United States Army. He served with Company C, 144th Infantry of the 36th Division in France and received the Purple Heart for wounds suffered in action.

After his honorable discharge from the Army as a first sergeant, Lieutenant Baker began work as a patrolman for the Paris, Tex., Police Department on September 15, 1924. He has served continuously with that department ever since, rising to the rank of lieutenant 8 years ago.



*Lieutenant Baker.*

Lieutenant Baker was one of the main characters in a dramatic incident occurring back in the heyday of gangsterdom. He, together with H. R. Marks, the present acting chief of police, was kidnapped by Ambrose Nix and Arthur Gooch at Paris on November 16, 1934. The two officers were transported to a point near Cloudy, Okla., held for a considerable period of time and subjected to humiliating indignities before they were released. Nix was killed in a gun battle with officers at Okemah, Okla., on December 23, 1934. Gooch, who had a record of vicious exploits, was apprehended. The latter entered a plea of guilty to a charge of violating the Federal kidnaping law. On June 10, 1935, a jury verdict of death was returned. Gooch was hanged on June 19, 1936. His was the first death penalty inflicted under the Federal kidnaping statute. Lieutenant Baker is married and the father of two children. He is a Mason and one of the oldest members of the local American Legion.

## *Assistant Chief*



Roland R. Howerton recently became Fort Worth's (Tex.) first assistant chief of police. He was promoted from his position as inspector of the uniformed division by virtue of a competitive examination.

Assistant Chief Howerton was born September 10, 1902, in Travis County, Tex. Graduating from high school at Pilot Point, Tex., in 1920, he attended Texas A. & M. College for a year. In 1924 he came to Fort Worth, where he was employed in sales work for approximately 6 years prior to joining the police department on May 1, 1930.

Assistant Chief Howerton's rise was rapid. He came up from the rank of patrolman via a competitive examination on May 10, 1933, and was made desk sergeant. He was transferred to the detective division on November 11, 1935, as a detective sergeant, and was promoted to lieutenant of police on November 16, 1938. In the uniformed division until November 1, 1942, Mr. Howerton was made a captain and transferred to the traffic division. Captain Howerton became Inspector Howerton in the uniformed division on January 1, 1947. On September 1, 1949, he was appointed assistant chief of police as a result of making the highest grade of those taking the competitive examination for the promotion.

As inspector, Mr. Howerton handled police training work for the department. He is a graduate of the FBI National Academy and a member of the International Association of Chiefs of Police.

(Continued from page 4)

chartered private companies to conduct them. The corruption that flowed from the lotteries, marked by the bribery of public officials and the mere trickle of funds into the public treasuries as compared to the huge sums raised, led gradually to the prohibition by the State of lotteries and other forms of gambling. This policy was capped by congressional legislation in 1890, forbidding the sending of lottery tickets in the mails, and supplemented 5 years later by legislation forbidding the transportation of lottery tickets in interstate commerce.

Still later, in 1934, Congress forbade radio broadcasting of advertising and information concerning lotteries.

This basic Nation-wide public policy against the gambling business, which grew from local roots, has remained steadfast. The only substantial deviation has occurred in the situation where, by judicial decision or direct legislative action, approximately half the States have made an exception for betting at the track on horse or dog races, usually in connection with the so-called parimutuel system. This has not been accompanied by validation of the professional off-the-track betting, generally described as bookmaking. And, except for a very few States which have allowed local option in permitting the licensing of certain kinds of gambling, I believe we are justified in taking the view that throughout the United States there is, and has existed for many years, a public policy that condemns organized gambling and makes its activities criminal.

Are we then to allow that policy to be set at naught?

### **Concern Over Crime Increase**

The President has expressed his grave concern with the increase of crime. We know that there are many sources and causes from which this condition arises. From information that has been coming to me, from your letters, and from the resolutions of your organizations forwarded to me, I believe we are in agreement that if there is a single most prolific source, constituting one of our greatest dangers, it is the continued flourishing of organized gambling, about which, as the most lucrative of the illegitimate enterprises, revolve

many nefarious activities of the underworld. Out of this conviction, and in order not to dissipate our energies in a 1-day session devoted to exploration, I have felt constrained to focus attention without delay upon this major problem.

This is your meeting, called principally at your request. It is your views that will be most important. You are free to discuss all phases of organized crime. Our interdependence in matters of law enforcement, our need and determination to cooperate and help in our mutual problem will carry us forward.

I believe the agenda will develop clearly what are the fundamental problems, and from the discussion we will perceive the means for studying their solution. As part of our thinking upon solutions, we cannot avoid being acutely aware of the division of governmental responsibilities in dealing with crime. Let it be stated at once on behalf of the Federal agencies that it will not be the purpose of the Federal Government to usurp the functions of the State and local police, or to conduct activities that extend beyond constitutional limitations or the usages of our people. We must never lose sight of the fundamental principle that local responsibility fully realized, makes for sound government and healthy law enforcement. That is the true meaning of "States rights" and "home rule." Conditions which breed contempt for law can only become worse if we allow ourselves to be lured away from sound principle by the temptation to pass off State and municipal responsibilities to the Federal Government. Nevertheless, adherence to this view will not detract from the common purpose to assist and complement the law-enforcing agencies charged with primary responsibility, and to devise means of aiding each other, within the limits of law, however responsibility is vested. In this connection, I draw your attention to the presence here, not only of representatives of the United States attorneys and the various divisions and bureaus of the Department of Justice, but of the several specialists in particular kinds of law enforcement representing, among others, six units of the Treasury Department, the Post Office Department, and the Federal Communications Commission. The enforcement programs of these Federal agencies and their programs of cooperation with local authorities are known to you; but their representatives have promised to be available to inform you further, and to consult on means of advancing the purposes of this meeting.

## ***Possible Need for Legislation***

It may be that the discussions today will reveal the need for new legislation of a municipal or State or Federal character. I believe that there is much that can be done by way of reexamining and modernizing local codes which the pressure of the past war and related absorptions have caused us to neglect. In fields where cooperation among the States is required it may be useful to review and strengthen what has been done in the field of interstate compacts pursuant to the blanket congressional consent given in advance to all compacts entered into by any two or more States for the prevention of crime or the enforcement of criminal laws and policies. There should also be a complete review by both Federal and State authorities of the present so-called Fugitive Felon Act. If it is found that Federal legislation is needed we must take care that we do not recommend laws which will bring back the prohibition era. We must at all times be conscious of the need to present a program acceptable to our people and capable of effective enforcement. And, certainly, I think we would all prefer to see that the methods adopted represent a direct approach to the problems requiring solution rather than any indirect or disguised method of prosecution. I would judge that the detailed study and continuing efforts necessary for the development of the various phases of a program of work can best be handled by committees, or a similar form of continuing machinery, to be provided by this conference. It may be that a further and broader conference will be required, when the detailed preparatory work is ready, in order to consolidate these efforts.

## ***Need of Public Support***

But whatever be the methods or techniques propounded in this fight against crime, we must not lose sight of the big, vital factor—the need of public support. I have already mentioned the insidious and clever propaganda activities of the organized gambling fraternity to legalize some of their operations. The American Municipal Association and others have informed me of well organized and financed drives, now under way and conducted by the same fraternity, to oust mayors and other public officials who have had the temerity to stand for enforcement of the law. These activities and this kind of attempted intimidation indicate powerful opposition, which is being unwittingly aided by perhaps well-meaning but misguided appeasers, who believe that since the desire to gamble is found in many persons it must be a virtue which should be legalized and permitted to flourish commercially. It will take fertile minds and strong backs to plan and disseminate a campaign of persuasive education, which will interpret for the public the work you public officials are undertaking to do. Until the psychology of our people is so affected with an abhorrence of the kind of crime we are seeking to eliminate, high-minded public officials will continually be fighting an uphill battle.

I think the time is ripe for the drive for public support through press, radio, motion pictures, civic clubs, business leaders, churches, schools, labor unions, and every form of decent organization. The stage is set for you to capture the popular imagination in a stirring campaign to crush organized crime in your communities. I want you to know that in this effort I stand ready to give you every possible assistance.

## ***Submission of Fingerprints***

A survey of fingerprint cards received in the Federal Bureau of Investigation was conducted recently. This survey disclosed an increasing tendency on the part of law enforcement agencies to hold arrest fingerprints for several days until a group has accumulated and then submit the collection to the Federal Bureau of Investigation for processing.

In several such instances fugitives have been identified; however, due to delay in submission of the fingerprint cards, the fugitives in question had

been released prior to the time the agency having the wanted notice placed could be advised.

Obviously, delay in submission of fingerprints defeats one of the primary purposes of having a central clearinghouse for arrest information.

If fingerprints are submitted promptly by all law enforcement agencies, the Federal Bureau of Investigation will be able to render more efficient and expeditious service. Your cooperation in prompt submission of arrest fingerprints will be deeply appreciated.

## WANTED BY FBI



**HENRY HARLAND SHELTON, with aliases: Harland Ellis, Harley Shelton, Jack Tearle, "Cheney," "Irish," "Shanty"**

### ***Kidnaping, Interstate Transportation of Stolen Motor Vehicle***

Just before midnight on September 17, 1949, an electrical worker entered his car which was parked on a street in Amasa, Mich. As he did so, two men, approaching from either side, opened the car doors, and, threatening the victim with knives, entered the machine.

Under constant threat of death, the victim was transported from Amasa to points in Wisconsin, Illinois, and Indiana. Early in the morning of the second day the victim made a break at Montmorenci, Ind., and escaped.

The kidnapers were identified as Henry Harland Shelton and Sam Lieb who had escaped from the Michigan House of Correction and Branch Prison 12 days previously. Shelton was serving

a term of 60 years to life in connection with the robbery of the Kaleva State Bank, Kaleva, Mich., in which a bank employee was shot and killed. Lieb had been involved in a series of robberies and burglaries prior to his conviction and life sentence for murder in 1932.

Subsequent to the escape of their victim, Shelton and Lieb stole three automobiles in succession in the vicinity of Montmorenci, Ind., threatening each owner with a knife, in the course of their getaway.

On October 1, 1949, Lieb was apprehended by local officers at Mayfield, Ky., in the course of a hold-up. Shelton, who was with Lieb, made good his escape. He has not been located to date.

Shelton is believed to be armed. He is known to be dangerous.

On October 14, 1949, a Federal grand jury at South Bend, Ind., returned an indictment charging Shelton with violations of title 18, U. S. Code, sections 1201 and 2312, the Federal Kidnaping Statute and the interstate transportation of a stolen motor vehicle, respectively.

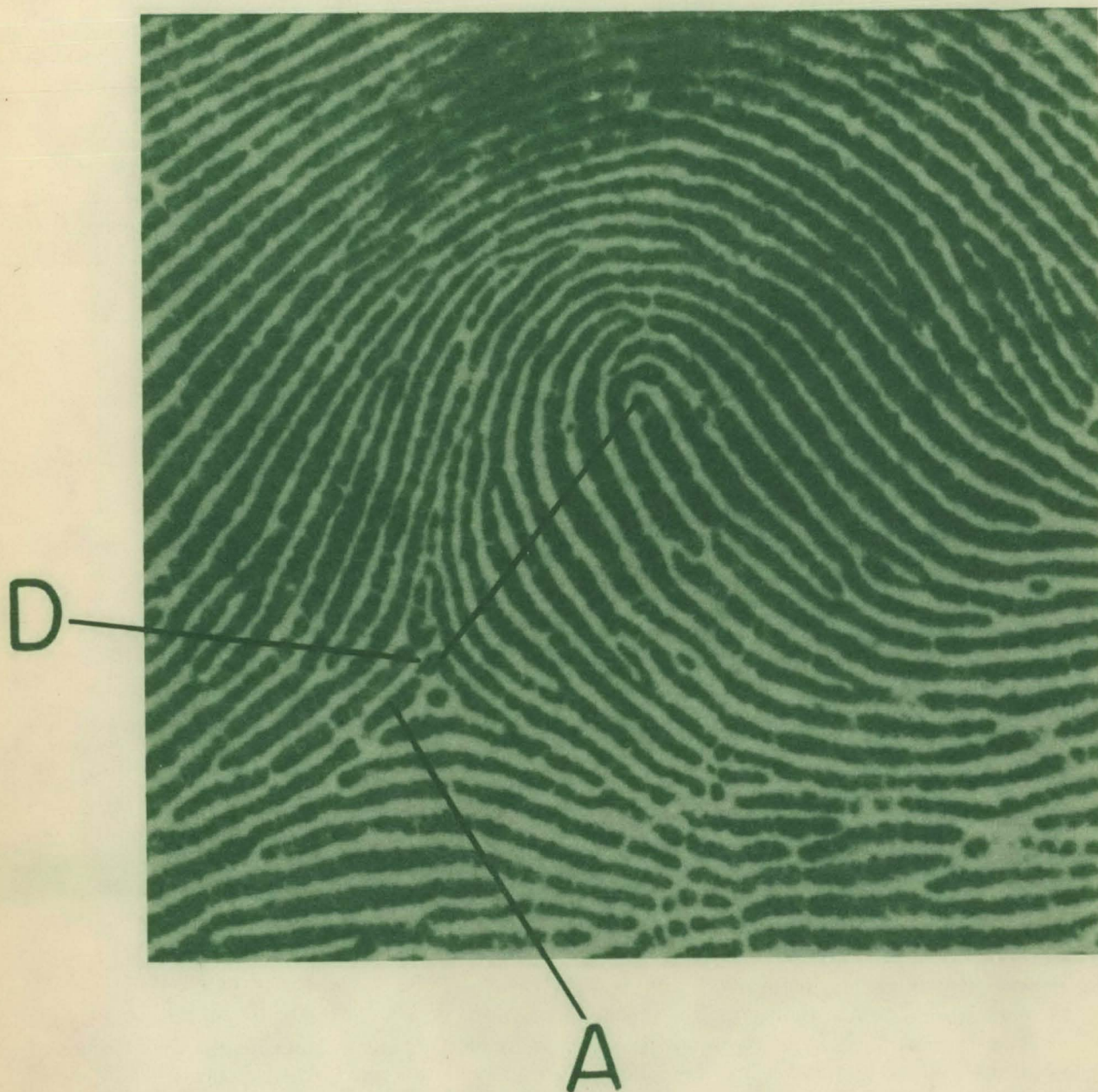
Shelton, who has been convicted for grand larceny, conspiracy to escape jail, and armed robbery, is described as follows: Age—40; born—July 8, 1909, Indianapolis, Ind.; height—5 feet 7½ inches; weight—140 pounds; build—small; hair—dark chestnut; eyes—brown; complexion—sallow; race—white; nationality—American; occupations—barber, cigar clerk; scars and marks—small tattoo on left ring finger, tattoo of kewpie doll or dancing girl and initials "H. H. S." on upper left arm, cut scar tip of right index finger, cut scar inner right thumb, cut scar over right eyebrow, cut scar on left side of nose; FBI No.—114,489; fingerprint classification

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Any person having information which may assist in locating Henry Harland Shelton is requested to immediately notify the Director of the Federal Bureau of Investigation, United States Department of Justice, Washington 25, D. C., or the Special Agent in Charge of the division of the Federal Bureau of Investigation office which is nearest his city.

## *Questionable Pattern*

# FINGERPRINTS



This loop is given a ridge count of nine in the Identification Division of the FBI. The delta is located at "D," the point on ridge A nearest to the core. Ridge A is not used as

a typeline because it lacks the necessary tendency to surround the pattern area. A reference search would be conducted as a ridge count of ten.