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Federal Bureau Of Investigation
United States Department Of Justice
John Edgar Hoover, Director

The Federal Bureau of Investigation, United States Department of Justice, is charged with the duty of investigating violations of the laws of the United States and collecting evidence in cases in which the United States is or may be a party in interest.

The following list indicates some of the major violations over which the Bureau has investigative jurisdiction:

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- Interstate transportation of stolen property valued at \$5,000 or more
- National Bankruptcy Act
- Interstate flight to avoid prosecution or testifying in certain cases
- White Slave Traffic Act
- Impersonation of Government Officials
- Larceny of Goods in Interstate Commerce
- Killing or Assaulting Federal Officer
- Cases involving transportation in interstate or foreign commerce of any persons who have been kidnaped
- Extortion cases where mail is used to transmit threats of violence to persons or property; also cases where interstate commerce is an element and the means of communication is by telegram, telephone or other carrier
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- Neutrality violations, including the shipment of arms to friendly nations
- Frauds against the Government
- Crimes in connection with the Federal Penal and Correctional Institutions
- Perjury, embezzlement, or bribery in connection with Federal Statutes or officials
- Crimes on the high seas
- Federal Anti-Racketeering Statute
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- Servicemen's Dependents Allowance Act of 1942

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Law enforcement officials possessing information concerning violations over which the Bureau has investigative jurisdiction are requested to promptly forward the same to the Special Agent in Charge of the nearest field division of the Federal Bureau of Investigation, United States Department of Justice. The address of each field division of this Bureau appears on the inside back cover of this bulletin. Government Rate Collect telegrams or telephone calls will be accepted if information indicates that immediate action is necessary.

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BULLETIN

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TABLE OF CONTENTS

Introduction - Reconversion in Law Enforcement - John Edgar Hoover, Director

TRAFFIC

Traffic Accident Surveys 8

CRIME PREVENTION

A Suggested Method for Measuring the Results of Juvenile Control Efforts
within a Community - by Harry M. Hill, Chief of Police, Ridgway, Pa. 19

SCIENTIFIC AIDS

Photographic Work of the FBI 23

POLICE PERSONALITIES

Virginia Sheriff Serves Law Enforcement Fifty-Two Years 31

POLICE TRAINING

The Range That Couldn't Be Built 32

MISCELLANEOUS

SAC Harold Nathan Resigns 18

Wanted by the FBI - Riley Brown McCaine - Unlawful Flight to Avoid
Prosecution - Murder 37

National Motor Vehicle Theft Act Amended to Include Airplanes 38

IDENTIFICATION

A Questionable Pattern 39

Notice 40

INSERT - Fugitives Wanted, Missing Persons and Cancellations

The FBI Law Enforcement Bulletin is issued monthly to law enforcement agencies throughout the United States. Much of the data appearing herein is of a confidential nature and its circulation should be restricted to law enforcement officers; therefore, material contained in this Bulletin may not be reprinted without prior authorization by the Federal Bureau of Investigation.

John Edgar Hoover, Director
Federal Bureau of Investigation
United States Department of Justice
Washington, D. C.

I N T R O D U C T I O N

THE RECONVERSION OF LAW ENFORCEMENT*

There is a marked similarity between our meeting six years ago, as war was spreading in Europe, and our first peacetime meeting today. The firing has stopped on the battlefronts, but it is being resumed on the homefront. We had a big job to do then, but a bigger one faces us today.

At our last peacetime meeting, it was my duty to convey to you the President's Directive calling upon all law enforcement to protect our internal security, and to call upon you for assistance. The manner in which you answered your country's call to duty is a tribute to your love for America. Never in our national history have brighter pages been written by men working together for a common purpose.

Already, I have expressed my gratitude to many of you and today I want publicly to extend to all of law enforcement my heartfelt appreciation for your assistance in keeping our homefront secure. It is also my privilege to extend to you the personal greetings and commendation of the Attorney General of the United States, Honorable Tom C. Clark. As the chief law enforcement officer of the nation, he has asked me to convey his congratulations for a job well done.

The ability of all branches of law enforcement to cooperate and to pool their facilities proves once and for all that we needed no unified agency to insure the discharge of our responsibilities. I have said before, and I say again, that there is no place in our American way of life for a National Police. Our first line of defense in peace or war is the local police agency. It is on the scene and can strike at lawlessness at its source. The role of the Federal Bureau of Investigation shall continue to be that of a service agency to augment and bolster your efforts and to handle those matters which are nationwide in scope and beyond the reach of hometown protectors.

As we look to the future, we should also consolidate our gains. At the very inception of hostilities, we were all apprehensive of what might happen. That these fears did not materialize is a tribute to the forces assigned to maintain the peace at home.

In every period of national emergency, it is normal and natural for human beings to become panicky and hysterical. There is not an experienced law enforcement administrator in the land who was not criticized for seeming inaction. We could not publicly proclaim what we were doing and why. But in no civilized land in time of war were civil rights and personal liberties abridged less than here in the United States. The civil rights which we preserved then must be preserved in the future. The dragnets of World War I were unheard of in this war. The slacker raids did not recur. The lynchings and character assassins of World War I were checked. On the other hand, the sabotage which everyone said would occur did not take place.

*Speech of Director Hoover at I.A.C.P. Convention, Miami Beach, Florida, December 10, 1945

Early in the war, skeptics proclaimed that we were wide open to espionage. They held that nothing was secure and nothing was being done. The record is exactly to the contrary. We knew from the very outbreak of the war that espionage was under control. I do not mean that the enemy was not active. He was. Foreign powers tried to steal not only the atomic bomb, but other military secrets. For years, Nazi Germany had built an espionage machine and an army of Fifth Columnists, which proved to be the downfall of once proud nations. They spent money with reckless abandon and were constantly on the alert to train, develop and unleash spies and saboteurs, not only in the United States, but throughout the entire Western Hemisphere. The counterespionage program which we developed did more than encircle spies and render them harmless. It enabled us to learn of their weaknesses and their aims.

There is a universality to law enforcement in democratic countries. I am happy to report that the integrity and devotion to duty of peace officers in the United States has been matched by our neighbors in the North, in the South, and by our British Allies. It was our happy privilege to be closely associated with the security and intelligence authorities in the British Isles, with that sterling organization in Canada which has captured the imagination of all Americans - The Royal Canadian Mounted Police - and with similar agencies in all of the countries in the South from Mexico to Chile.

There were few espionage cases which came to our attention which did not have worldwide ramifications; and FBI liaison Agents, stationed from Canada to the tip of South America, received the highest degree of aggressive cooperation.

It can truly be said that so far as subversion is concerned there is no such thing as a domestic field. It is international. Japanism manifested in this country had its origin in Japan, Nazism in Germany, and Fascism in Italy, and without the wholehearted spirit of mutual assistance of all law enforcement agencies, domestic and foreign, the FBI could not point to the proud record we have today. Let me illustrate. Germany, lacking an ever necessary supply of platinum, turned to the black market of South America. One arch platinum smuggler was arrested in California. His trail led through several South American countries. In each, the facts were communicated by the FBI to the established law enforcement agencies in those countries and the holes were plugged. In one espionage case which centered in New York, shipping information was getting out of the country. Contacts of the enemy were spotted in faraway Brazil and Chile. There, the authorities quickly moved into action. Twenty-four clandestine radio stations were put out of business, thirty short-wave transmitters were seized, and in all, 335 espionage agents were arrested in South America alone through the fine cooperation of the countries of that continent.

More than 23,000 enemy aliens throughout the Western Hemisphere were identified, interned, deported or moved from strategic areas through the joint efforts of local law enforcement agencies and the FBI. We not only thwarted enemy sabotage at home -- none occurred in the entire Western Hemisphere throughout the entire period of World War II. We of law enforcement can be very proud of this record.

The wartime associations of law enforcement officers of the dif-

ferent countries have brought about a spirit of understanding and friendship which will inure to our mutual advantage in the peacetime years which lie ahead. I cannot commend too highly all of the officers with whom we have been privileged to work, and I sincerely hope that the spirit of mutual assistance and understanding will continue.

We have faced many problems, burdened as we were with added duties, untrained personnel, and acute manpower shortages. The salaries paid to law enforcement officers are scandalously low. Community leaders should hang their heads in shame when they condemn their local police without first facing the fact that the average officer could command a much higher salary in the industries he protects.

In replenishing our ranks, we should enlist the aid of the public in improving conditions, in providing better facilities and in securing the modern implements of law enforcement. A community can have no better investment than in an alert, well trained police department. It is false economy and a flagrant disregard of society's rightful protection to reduce essential enforcement services.

Our greatest advances have come through concentrated training programs. But we have scarcely begun to scratch the surface. Like every other popular movement, leeches and parasites have already tried to attach themselves to the field of police training. Here is a job that belongs in the hands of law enforcement. It is no place for professional promoters with quack nostrums to sell nor for stratosphere thinkers disseminating mists of error and confusion. Yet, I know of instances where ex-convicts with glib tongues have actually succeeded in taking part in training police and in surveying police needs. The International Association of Chiefs of Police can embark on no more important program in the postwar years than a widespread campaign to lift police standards through well established training activities conducted by professional men of law enforcement who have dealt in the realities of the problem.

The need for increased effectiveness and the marshaling of whole communities on the crime prevention front becomes more important each day. Lawlessness has taken on such proportions as to even startle the imagination. The crime waves proclaimed in the daily press are not imaginary. They are real. They are bloody. If anything, the press is guilty of understatement rather than overstatement. Let me be specific. In October of this year serious crime increased 19% over the same month last year. Of the more serious crimes, the increases reflect 32% more murders, 38% more auto thefts, 38% more robberies, 11% more larcenies, and 26% more burglaries. Crime rates are continuing to rise rapidly throughout the entire nation.

The fingerprint files of the FBI reveal a criminal army of six million individuals who have been arrested and fingerprinted -- one out of every 23 inhabitants in the United States! You know only too well the constant recurrence of arrests.

After every great war or period of acute national emergency there has been a recession of moral fortitude. This one will be no exception. I hope as you do that the racketeers, the overlords, the desperadoes and the criminal scum who characterized the roaring twenties will not come back to the American scene. I fear, however, that this is wishful thinking.

Once they get a start and find they can succeed, we shall face very serious trouble.

Crime springs not alone from a state of mind. There are many factors that must be considered in discussing crime causation, such as the matter of economics, moral standards, and social conditions. To combat the rising tide of serious criminality which is sweeping the country, we need a revival of old-fashioned discipline and courage.

The abuses and maladministration of our penal systems which release murderers, sex-crazed degenerates, outlaws and bandits on parole or on "leave of absence" from our correctional institutions to commit serious crimes against our citizens is constituting again a national disgrace. A large percentage of the fugitives being sought by law enforcement officers throughout the country have been the recipients of ill-advised clemency.

The inefficient and careless manner in which convicted criminals are guarded in our jails and penal institutions is shocking and in many cases represents criminal malfeasance upon the part of those charged with the proper safekeeping of these enemies of society. Almost daily we note hardened criminals escaping from confinement to endanger the lives of our citizens. The taxpayer has every right to demand that convicted criminals be guarded by men of high character, integrity and intelligence. Law enforcement agencies exist for but one purpose, namely, the protection of society. We of law enforcement must be alert to take advantage of every opportunity to focus the spotlight of public opinion upon the evil conditions which presently exist. In this, we must enlist the aid of a sympathetic press and a civic-spirited screen and radio.

The responsibilities of law enforcement are ever broadening. Not only must we marshal our forces on the front of crime detection and apprehension - but there is an ever broadening front dominated by the subverter and purveyor of alien isms who seek to transform the America we know and love to a land of class struggle. The fight against Fascism continues. The shooting war has stopped, but these espousers of dictatorships still exist and they have been too well entrenched to become converts to Democracy overnight. The evidences of Fascist survival are too plain to ignore.

To the Fascist foe must be added another, the American Communist. These panderers of diabolic distrust already are concentrating their efforts to confuse and divide by applying the Fascist smear to progressive police departments, the FBI and other American institutions to conceal their own sinister purposes.

The Godless, truthless way of life that American Communists would force on America can mean only tyranny and oppression if they succeed. They are against the liberty which is America -- they are for the license of their own. When they raise their false cry of unity, remember there can be no unity with the enemies of our way of life who are attempting to undermine our democratic institutions. The Fascist-minded tyrant whom we conquered on the battlefields is no different from the American Communistic corruptionist who now uses the tricks of the confidence man until his forces are sufficiently strong to rise with arms in revolt.

America cannot exist half democratic and half Communist or Fas-

cist. If we want to improve upon our American form of government we will do it in our own way, in our own time and with our own blueprint. Therefore, it behooves us to be on guard for an enemy that brazenly and openly has advocated the corruption of America, that spends sleepless nights working one propaganda line after another, that poses behind a dozen fronts, that squirms and twists his way into those great American forces such as the church, schools, and the ranks of labor.

As I speak to you today, the big guns of the Communist Party in the United States are aimed at returning veterans, openly boasting that here is a new front behind which they can hide. They have selected a worthy foe, for the American Legion and the Veterans of Foreign Wars are too experienced in fighting America's enemies to be hoodwinked by these Communist swindlers.

Lest I be misunderstood, I do not for one minute detract from the heroic fight Russia waged against the invading Nazi hordes, to emerge as one of the great powers of the World. We must not let the antics of the American Communist prejudice us against this great nation which has the right to any form of government she desires, nor must we judge the great Russian people by the lunatic fringe which represents the great majority of American Communists.

Yes, we have a right and a duty to know what is going on in America. Law enforcement in the peacetime era must determine to do its best to prevent home-grown or imported Fascists and Nazis from reorganizing or regrouping under some other high-sounding, misleading name.

The rising trend in crime once again directs its attention to the home and the youth problem. More and more, I am convinced that the fault lies directly in the home. Parental responsibility is no longer in style. This causes me to suggest that a new approach is necessary. In the past when a youngster committed crime, he alone was held responsible and went to reform school, a foster home, or was put on probation. The time has come when parents should be held responsible not only to their own conscience but to society. Juvenile delinquency does not occur until adults first become delinquent. Law enforcement must find a way to do more to alleviate this problem. A widespread return of officers to the beat, concentrated efforts through crime prevention bureaus, and a closer contact with community facilities will make it a more potent force for social betterment.

There is a need for more realism in meeting the crime problem. It is not pleasant, but the fact remains that it is the delinquent youngster of the war years who is now graduating into the ranks of seasoned criminals. The most recent figures reveal that 21% of all arrests are of persons under 21. More persons aged 17 are arrested than in any other age group. Those under 21 years of age represent 15% of all murderers, 36% of all robbers, 51% of all burglars, 34% of all thieves, 26% of all arsonists, 62% of all car thieves, and 30% of all rapists.

The whole problem becomes more serious when we observe the shocking spectacle of the rise in youth offenders during the war years. They are the ones who are now becoming the post-graduates of crime and are committing the more despicable offenses. The arrests of girls under 18 years of age have increased 198% since the last peacetime year of 1939, while arrests of boys under 18 years of age have increased 48% for homicide, 70% for rape, 39% for robbery, 72% for assault, 55% for auto thefts, and 101% for drunkenness and driving while intoxicated.

These figures do not mean that all youth has failed; on the other hand, the generation ahead of them has failed. The best we can do to correct our mistakes is to aid the youngsters who have never had a chance in recapturing their rightful places and removing those forces which have contributed to their delinquency. The home, the church, and the school must be united in a common purpose. We need new altitudes of respect, both for the parent and for law. We need a rebuilding of the foundations which made this nation the greatest in all history, bulwarks formed of more staple materials than those of apathy, selfishness, or indulgence. Our boys and our girls are the foundation of America, to grow as their parents and their surroundings direct.

We have a potent ally in the returning veteran. Fathers, older brothers, and even mothers and sisters freed from defense plants can do much to restore the home to its rightful place.

The average veteran will come home a better citizen. He knows what America means. He has fought and sacrificed the best years of his life in order that democracy might survive.

I resent the libel that has been placed on the returning veteran by those who would lay the postwar crime waves at his doorstep. This misapprehension regarding servicemen stems from the fact that many weapons used in crimes of violence are either service pistols or other souvenir weapons the returning soldiers were allowed to bring home because of lax regulations. Many of these inevitably find their way into the hands of unscrupulous black marketeers who resell them to hoodlums and criminals

Hundreds of thousands of such souvenirs have been brought into the country by returning war veterans. Consequently every community and all civic groups should start a campaign to keep dangerous souvenir war weapons out of the reach of killers and bandits. Nationally the Federal Firearms Statute should be strengthened so as to serve more adequately to protect society and make more difficult armed depredations upon law-abiding citizens by thugs.

At the very outbreak of war, in addressing you, I pointed out that oppression would help crystallize a fifth column. We singled out the guilty then and protected the innocent. Here was a practical lesson in Americanism which worked. The same principle should be applied to the veteran. Give him the understanding, friendship, and help he deserves while he faces a period of adjustment. Those few who take the law in their own hands must be treated firmly and be made to understand that neither they nor anyone else can be immune when they do as they please and fail to respect the rights of others.

As we face the new era that lies ahead, let us do so with the determination that the people we serve shall have our best efforts and the utmost of our protection. Let us realize our responsibilities to those who have fought and died that democracy might live, by dedicating every fibre of our being to the preservation of the America we love. Let us forever pledge that we shall keep here in America a way of life that is wholesomely democratic, where citizens walk consciously and fearlessly as free men.

I know of no greater cause; I know of no cause more entitled to receive the enthusiastic support of every American interested in the preservation of our country's institutions.



TRAFFIC ACCIDENT SURVEYS

The accident report files of every police department contain many clues for preventing accidents and saving lives. These clues are available to every department which maintains a good accident reporting system and utilizes the information which is contained in its records. To be of maximum value the accident reports must be filed in a readily accessible manner and properly indexed so that they may be easily obtained for study and analysis.

The use of accident records for engineering, educational and enforcement purposes also has a tendency to raise the standards of accident reporting in general. When police officers realize that the reports which they prepare are being used, they take more pride in the preparation of good reports. Good reports and the use of them therefore go hand in hand in traffic safety work.

Experience has shown that most accidents within a city or state occur on a relatively few streets or at only a very few intersections. It has been found, for example, that frequently more than one half of a city's traffic accidents occur at less than 10 per cent of the street intersections. This is in a way a somewhat fortunate circumstance since the number of locations which require study and corrective treatment are relatively few in comparison with the entire number of intersections and locations at which accidents might occur in a city or state. Many intersections will have only one or two accidents while others may have 10, 20 or more per year. Likewise, some streets will have no accidents or only a scattered few which are of such character that they might have occurred at any location. This variation in the accident experiences of different locations is caused by the differences of traffic volumes, traffic speeds, pedestrian interference, cross traffic, obstructions to sight distances at intersection, character of abutting property and physical conditions of the roadway.

Identifying Hazardous Locations

The first problem which presents itself in studying high accident locations is to identify such locations. If proper records are maintained, this should be a relatively simple task. An up-to-date spot map, for example, will immediately disclose those locations where there has been an accumulation of accidents. It is therefore only necessary to list the high accident locations and indicate for each location the number of accidents which have occurred, the number of people killed, the number injured

and the number of property damage accidents in which no people were injured or killed. The same information may be obtained from an accident location file.

It has been found that when five or more accidents occur at a single location in one year, this is an indication that some corrective measure is necessary and further that it should receive appropriate study and attention. The list of high accident locations should include all intersections and other locations where more than five accidents have occurred during a one year period. This list should be so arranged that the location having the worst accident experience is at the top of the list and other high accident locations follow in order. A list of high accident locations arranged in this manner is frequently called a "Worst Corner" list.

After the locations having the worst accident experience are ascertained, study and attention should be given to the most dangerous location first and to the others in the order that they appear on the "Worst Corner" list. If corrective measures are to be applied, the greatest number of accidents may be prevented by correcting the most serious locations first.

If the list of high accident locations is extensive another list should be arranged in alphabetical order so that a quick reference is available for determining the number of accidents which occurred at any location.

Besides identifying all high accident locations and indicating a logical sequence for studying them, the "Worst Corner" list will be found useful for many other purposes. Frequently a police department will be asked to provide safety devices or control measures or to assign an officer at intersections where possibly very few accidents have occurred. By referring to the "Worst Corner" list police are able to determine the seriousness of the accident problem at the intersection in question. If it is found that only a few accidents have occurred at that location and that many other locations justify prior consideration, then these facts may be made known immediately to the complainants. The information contained in the "Worst Corner" list may also be substantiated by reference to the traffic accident spot map.

The "Worst Corner" list together with accident data as indicated on the accident spot map may be used by police as a guide for assigning officers so that maximum results may be obtained from their efforts. Likewise reference to the "Worst Corner" list and the accident spot map will indicate whether or not reassignments should be made. In one large city, for example, it was found that police officers had been assigned to control and direct traffic at many intersections where very few accidents had occurred. The "Worst Corner" list showed that there were a dozen or more intersections with higher accident rates at which there was no officer control. Obviously a reassignment of personnel was justified under such conditions.

Accident Surveys

Having identified those locations which should require study and

correction, the next problem is to determine what corrective measures are necessary to prevent more accidents. One of the first steps is to ascertain what has caused the accidents which have already occurred. This requires a study of the past accident experience of each location. All reports of accidents which have occurred at a particular location should be obtained for this study. If a department maintains a good accident location file, no difficulty will be experienced in locating the accident reports for a particular intersection since they will all be filed in one folder.

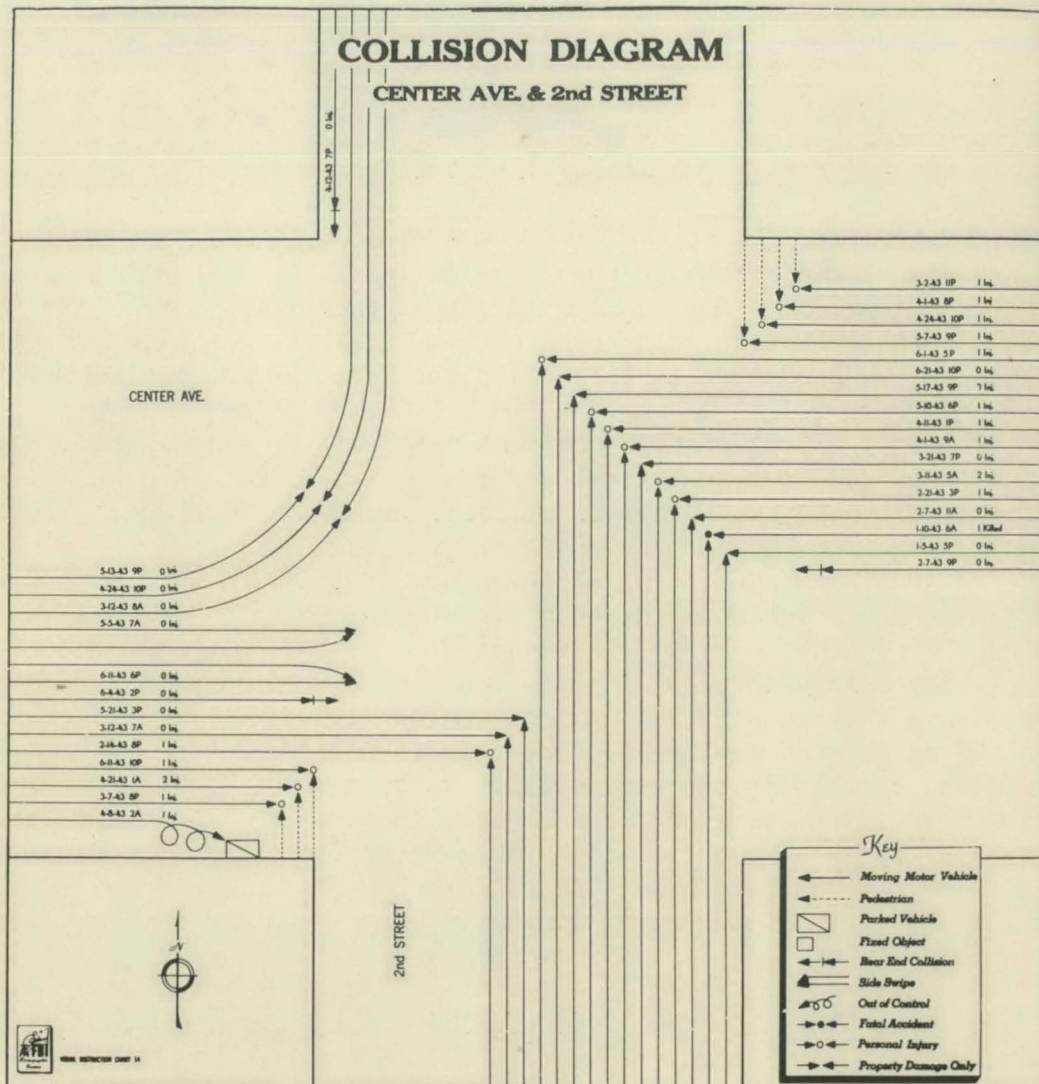


FIGURE 1

Collision Diagram

Since many of the high accident locations will have ten or more accidents reported in one year, it is obvious that a systematic method of studying these reports is necessary so that important facts will not be overlooked. It would, for example, be practically impossible for any person to read ten or twenty accident reports and by so doing determine the underlying causes of those accidents. One of the best ways to study a group of accident

reports is to prepare what is known as a collision diagram which is a drawing of the intersection or location, not necessarily to scale, upon which each accident which has occurred is recorded by arrows and symbols.

The principal purpose of such a diagram is to define clearly the accident problem and suggest remedies for improving it by revealing the probable causes of past accidents. The diagram shown in Figure 1 is a collision diagram for Center Avenue and Second Street. It will be noted that this diagram shows the outline of the intersection but no other details as to street widths, buildings, sidewalks, etc., are indicated on this drawing. Each street is properly labeled and a key or legend is provided to describe more fully the details of each accident.

Each accident which has occurred at the intersection is represented by arrows showing the direction and path of the vehicle or pedestrian involved in the accident. It is not necessary or desirable that the exact position of the vehicle in the roadway or intersection be shown since this would create unnecessary confusion and overlapping of lines on the diagram.

On one arrow shaft representing the path of one of the vehicles in each accident, the date and time of the accident, the number of people killed or injured and possibly a notation as to any special conditions are indicated. If one or more persons are killed in the accident, a solid black circle is placed at the arrow tip to indicate that it was a fatal accident. When someone is injured but there are no fatalities a small open circle shows that it was a personal injury accident. If property damage alone results from the accident no symbol is used.

The collision diagram as it is thus prepared shows at a glance the pertinent factors about each accident, but more important than this it provides a simple means of determining any contributing factors which are common to several or all accidents. A series of accidents occurring during a specific period of the day, such as from 7 to 9 p.m. in winter months, may indicate that street lighting is necessary. Another group of accidents involving pedestrians and motor vehicles, all of which occur during a particular period of the day, may indicate that either the pedestrians or motorists are failing to recognize each other's rights and that possibly more rigid enforcement would be necessary to correct such a condition. Possibly officer control at the location during the period when accidents have been occurring would be necessary.

Frequently very definite patterns will result from three or more accidents. The collision diagram in Figure 1 shows several patterns which should give definite indications of common causes. The most apparent pattern involves vehicles traveling north on Second Street with vehicles traveling west on Center Avenue. This pattern consisting of twelve accidents is a definite indication that certain conditions must exist at that location which are contributing to the cause of all these accidents. Attention should certainly be directed to the southeast corner of the intersection to determine what those causes might be.

Another pattern becomes evident in the collision of four westbound vehicles with pedestrians in the east crosswalk. Three more eastbound vehicles collided with pedestrians in the west crosswalk. The collision diagram shows that all these accidents occurred between the hours of 8 p.m. and 1 a.m. which is an indication that possibly darkness is a factor.

Another small pattern is developed by the collision of three left-turning vehicles from Center Avenue with vehicles southbound on Second Street. While there is insufficient data on the collision diagram to determine the apparent causes of these accidents some consideration should be given to the possibility that they may have been caused by vehicles "cutting the corner" as they made their left turns. If further study of the reports and observations at the intersection substantiated this assumption, some form of physical control such as a raised channelizing island may be installed to keep vehicles from cutting across the corner.

Three other accidents form a small pattern which is made by cars traveling east and those traveling north. Again there is insufficient information on the collision diagram to determine if any common factors are to be found in these accidents. Several other accidents are also shown on the collision diagram but no pattern is created by them and they are of such types that they may have occurred at any location.

From a brief study of the collision diagram which has been described several important clues have already been discovered. These and others which may be developed from a study of the physical conditions of the intersection should indicate several possible suggestions for improving the accident picture at this location.

Condition Diagram

Observations and measurements should be made at the intersection, so that there can be a complete study of the effect of the physical conditions on the accident experience. A scaled drawing showing all obstructions and road conditions which may have affected the traffic problem should be prepared. Such a drawing is called a condition diagram.

Among other things the condition diagram should show the following:

1. Street widths.
2. Sidewalks.
3. Location of all traffic control devices such as stop signs, traffic signals, pavement markings, street lights, etc. The condition and visibility of each sign and signal should be noted when it is not satisfactory.
4. Parking provisions and "no parking" zones.
5. Character and condition of roadway surfaces.

6. Location, size and type of all view obstructions such as shrubs, trees, signboards, buildings, etc.
7. All other facts such as street grades, recent changes in traffic control and unusual traffic conditions should be noted.

An enlarged picture of the intersection taken preferably from a high building may also be of value in studying the accident problem. Likewise, photographs taken in the approaches to the intersection from positions normally occupied by drivers may be useful in disclosing some conditions not otherwise observed. The condition diagram for the intersection of Center Avenue and Second Street is shown in Figure 2. The physical conditions indicated in this drawing are those which existed during the period covered by the accident experience recorded on the collision diagram of Figure 1.

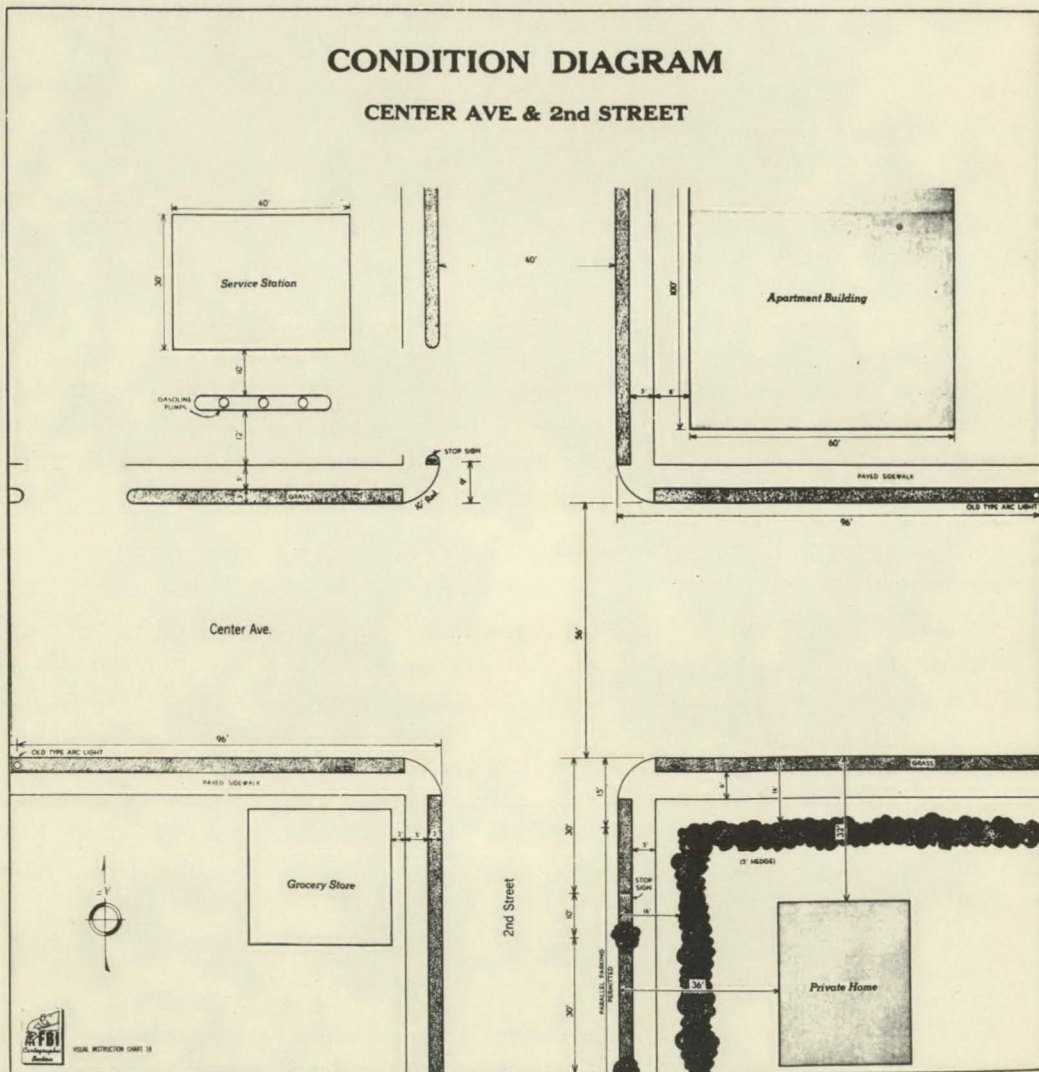


FIGURE 2

The problem now is to study each of these diagrams in relation

to the other to determine what physical conditions at the intersection require correction to prevent other similar accidents.

Considering the first pattern of accidents, those involving vehicles proceeding north on Second Street and those westbound on Center Avenue, it is fairly obvious from the condition diagram of Figure 2 that the five foot hedge on the southeast corner of the intersection is undoubtedly a contributing cause of these accidents. Further examination of conditions on this corner of the intersection reveals that the stop sign is located 30 feet from the corner of the intersection and that it is probably hidden by a tree in the parking strip 10 feet in front of the stop sign. These conditions may have been contributing factors to the accident experience. The owner of the property on which the high hedge is located should be asked to reduce its height. Generally when the facts of a bad accident location are explained to property owners their cooperation is readily obtained. The stop sign should also be moved to a point near the intersection where vehicles should actually stop before entering Center Avenue and the tree which obstructs the visibility of the stop sign should be trimmed so that the sign is clearly visible at all times.

Relocating the stop sign and improving its visibility may also prevent accidents similar to those in the small pattern which involved northbound and eastbound vehicles.

Adequate street lighting for the entire intersection should be provided to prevent other pedestrian accidents similar to those shown in the collision diagram. With these few minor changes in physical conditions and the installation of lighting for night time pedestrian traffic, a decided improvement in the future accident experience of this intersection may be expected.

"Before" and "After" Studies

To determine the effectiveness of the corrective measures after changes have been made, the accident experience for a period equal to the time for which the original collision diagram was prepared should be studied by preparing another collision diagram showing the "after" accident history. If this study shows that accidents similar to those forming patterns in the original collision diagram have been eliminated, then it can be assumed that the corrective measures applied were effective. It is possible, however, that in the meantime additional patterns may have developed and these of course should be given consideration as soon as they are noted.

Application of Accident Surveys

To conduct a complete intersection study, which includes the collection of facts, summarization of data and the determination of those measures necessary to improve or eliminate the accident problem, it may be necessary to conduct several surveys such as volume, speed, observance, and accident surveys. The diagrams shown in Figure 3 illustrate the application of accident studies to other surveys.

Assume that a traffic problem has developed at the intersection of Center Avenue and Sixth Street and that during the year 1943, 23 accidents occurred. The collision diagram of Figure 3 shows the accidents which occurred with the dates and time of their occurrence as well as the number of people injured or killed. It will be noted that 10 of the accidents involved pedestrians in which 8 people were injured. Three accidents involved north-bound and westbound vehicles. Three more involved left-turning vehicles

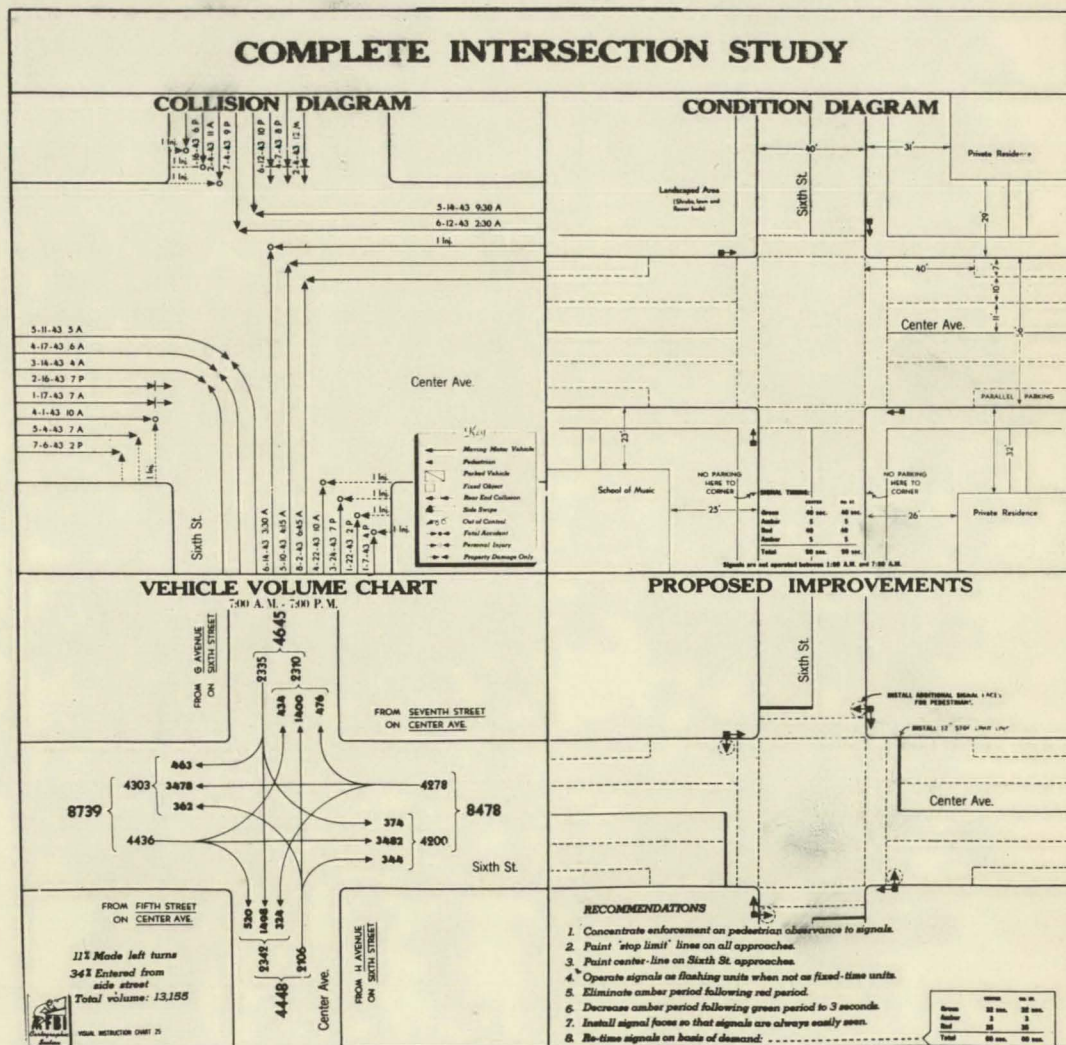


FIGURE 3

from Sixth Street onto Center Avenue and 5 more were rear-end collisions.

The condition diagram of Figure 3 shows that four-corner in-stalled traffic signals are erected at this location and that each signal has only one face to direct vehicular traffic. No auxiliary signal faces are installed for pedestrians moving in a clockwise direction around the intersection. It is noted that the signal timing of the traffic signal is as follows:

	<u>Center Avenue</u>	<u>Sixth Street</u>
Green	40 Seconds	40 Seconds
Amber	5 Seconds	5 Seconds
Red	40 Seconds	40 Seconds
Amber	<u>5 Seconds</u>	<u>5 Seconds</u>
	90 Seconds	90 Seconds

It is also noted that the signals are not operated between 1 a.m. and 7 a.m. Street widths, lane widths, parking lanes and distances to all buildings are indicated on the condition diagram. From this it is observed that Center Avenue is 56 feet wide and has 4 lanes of moving traffic with 2 lanes for parallel parking. Sixth Street is 40 feet wide with parallel parking permitted except within 40 feet of the intersection.

The vehicular volume chart for a 12-hour period, from 7 a.m. to 7 p.m., indicates that the average traffic volume is 1,096 vehicles per hour. Eleven per cent of all the vehicles entering the intersection made a left turn and 34 per cent entered from the side street. These vehicular volumes indicate that the signal system is justified. The Manual on Uniform Traffic Control Devices for Streets and Highways published by the American Association of State Highway Officials and the National Conference on Street and Highway Safety provides that signal control is justified at an intersection where there is an average of 1000 cars per hour for eight hours with 25 per cent or more cross traffic.

Assume that a speed survey conducted on Center Avenue, which has a 30-mile per hour limit, showed that 85 per cent of the vehicles were traveling at or below 28 miles per hour and that the average speed through the intersections in both directions was 23 miles per hour. A speed survey conducted on Sixth Street showed that 85 per cent of the vehicles were traveling at or below 25 miles per hour and that the average speed in both directions was 20 miles per hour. The surveys further indicate that only 5 per cent of the vehicles exceeded the speed limit on both Center Avenue and Sixth Street. These facts indicate that speeds are reasonable and that they are probably not a serious factor in the accident problem of this intersection.

A case study and analysis of the pedestrian accident reports showed that many of the pedestrians involved in the accidents were walking against the proper signal indication. Observation at the intersection substantiated this deduction and further showed that motorists were in the habit of attempting to "run" the amber light following the green signal.

The collision diagram shows that the left-turning accidents and the accidents involving northbound and westbound vehicles all occurred between 1 a.m. and 7 a.m. when the signals were not operating.

When consideration is given to all of these factors it is apparent that the following improvements should be made. These improvements are indicated in Figure 3.

1. Vigorous enforcement of pedestrians' observance of signals. This should reduce the number of pedestrian accidents occurring at the intersection.
2. Paint "Stop Limit" lines on all approaches as indicated. These limit lines will help to protect pedestrians by stopping vehicles at a point slightly in advance of the crosswalks.
3. Paint center line on Sixth Street approaches. The center line on Sixth Street should tend to eliminate cutting the corner by left-turning vehicles and will therefore have a tendency to reduce left-turning accidents.
4. Operate signals as flashing units when not as fixed-time units. The operation of the traffic signals as flashing units, with red signal indications on Sixth Street and amber indications on Center Avenue, should eliminate accidents occurring from 1 a.m. to 7 a.m.
5. Eliminate the amber period following the red period. Observations indicate that motorists "jump" the amber signal indication following the red signal because of its undue length. It is suggested that this amber indication be eliminated and that the signal be operated on a sequence of Green, Amber, Red, Green.
6. Decrease the amber period following the green period to three seconds. This should tend to discourage vehicles from attempting to "run" the amber light at the end of the green signal.
7. Install additional signal faces, so that a signal faces each direction of pedestrian movement. Auxiliary signal lenses should be installed as indicated in the figure for pedestrian traffic.
8. Re-time traffic signals on the basis of demand. The vehicle volumes indicated by the volume chart showed that about twice the traffic moves on Center Avenue as on Sixth Street. This would indicate that approximately twice as much time should be allotted for Center Avenue traffic as for Sixth Street. Consideration must be given, however, to the length of time required for pedestrians to cross Center Avenue while traffic is moving on Sixth Street. Inasmuch as Center Avenue is 56 feet wide, it is believed that a minimum green interval should provide 22 seconds for this pedestrian movement. The signals should therefore be timed according to the following arrangement, which provides a sixty-second cycle:

	<u>Center Avenue</u>	<u>Sixth Street</u>
Green	32 Seconds	22 Seconds
Amber	3 Seconds	3 Seconds
Red	<u>25</u> Seconds	<u>35</u> Seconds
	60 Seconds	60 Seconds

It will be noted that the green interval plus the amber interval equals the amount of time allotted for the red signal indication on the opposite street. This provides for operation of the signal according to the sequence described above.

The preparation of a collision diagram for this intersection after a period of one year following the installation of the above recommendations will indicate whether or not the desired reduction in accidents has been achieved.

SAC HAROLD NATHAN RESIGNS

SAC Harold Nathan of the Richmond Office of the FBI left the service at the end of November after serving in various capacities since March 1, 1917.

Born in New York City on September 22, 1880, Mr. Nathan entered government service on December 1, 1908, as an inspector in the Immigration Service. He was an Assistant Director from May 1, 1925, until he went to San Diego as Special Agent in Charge on February 29, 1941. Despite his plans to retire, he continued to contribute his services throughout the war emergency. During his long period of service with the FBI, Mr. Nathan handled every type of investigation and worked on many famous cases, such as the Lindbergh kidnaping and the "Kansas City Massacre."

NOTICE

THE SURPLUS PROPERTY ADMINISTRATION
HAS ANNOUNCED THAT 1000 POLICE SIRENS
FOR MOTOR VEHICLES ARE NOW AVAILABLE
FOR LAW ENFORCEMENT AGENCIES.



A SUGGESTED METHOD FOR MEASURING THE RESULTS OF JUVENILE CONTROL EFFORTS WITHIN A COMMUNITY

by

HARRY M. HILL, CHIEF OF POLICE
RIDGWAY, PENNSYLVANIA
29th SESSION OF FBI NATIONAL ACADEMY

One of the recognized methods of juvenile control is to encourage the active participation of all youth in well organized and directed character-building activities. A method for measuring such juvenile control efforts has been developed at Ridgway, Pennsylvania, whereby the percentage of youth participation in character-building activities by age groups and by geographical location of residence is calculated periodically. The results, expressed in tabular and graph form, can be useful in studying and demonstrating the success or failure of such efforts and also provide a yardstick by which progress can be measured over a period of years.

For this purpose the town is divided into geographical districts, although in most cities the wards would do as well. The school authorities make available from their school census, which is taken yearly, the exact number of boys and girls between the ages of six and seventeen years living in the town.

This youth census is broken down into two-year age groups, that is, 6-7, 8-9, 10-11, and so on, and also divided by the geographical location of residence. The percentage of the total number of youths of each group who reside in each district is also calculated.

District	6-7	8-9	10-11	12-13	14-15	16-17	Total
1st Ward	17	19	19	17	21 ¹	17	110 ²
2nd Ward				ditto			

City	119	200 ³	190	203	216	221	1229 ⁴
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¹21 boys of 14-15 year old age group live in 1st Ward.

²Total number of boys living in 1st Ward.

³200 boys in community within 8-9 year age group.

⁴Total number of boys residing in the community.

TABLE UTILIZING NUMBERS

With this stage of the survey complete there will be four tables:

Age Group-Boys. (Expressed in numbers)

Age group-Girls. (Expressed in numbers)

Age Group-Boys. (Expressed in per cent)

Age Group-Girls. (Expressed in per cent)

In addition, for demonstration purposes, the percentage figures are also shown in graph form, using simple line-curve charts. Such charts are like those used to present other statistics in the report.

Attendance figures for participation of children in all agencies conducting youth welfare and character-building activities are next obtained. Such groups will include the youth groups of all churches (church attendance not included), Boy and Girl Scouts, Brownies and Cubs, Y.M.C.A. and Y.W.C.A. groups, Boys' Clubs, 4-H Clubs, Craft and Hobby Clubs, etc. Gymnasium classes and athletic teams, existing solely as such, are not included. The figures obtained on an annual basis are only for those youths who are actively participating. A fifty per cent or better attendance has been set as the dividing line between active and inactive participation by an individual.

These figures are broken down into two-year age groups by sex and by residence according to district and the percentages are calculated. Tables expressing the numbers and percentages, with accompanying graphs, are constructed for each separate activity, i.e., Boy Scouts, Y. M. C. A., etc. With this completed it will be possible to determine several items of importance at a glance. For example:

District	6-7	8-9	10-11	12-13	14-15	16-17	Total
1st Ward	7.1	9.0	10.0	6.8 ¹	9.4	5.8	7.9 ²
2nd Ward	ditto						

City	15.7	15.9	14.4	16.4	18.4	19.2 ³	100.0
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¹6.8% of total number of boys in community 12-13 years of age live in 1st Ward.

²7.9% of the total number of boys in community live in the 1st ward.

³19.2% of total number of boys in community are 16-17 years of age.

TABLE IN WHICH PERCENTAGES ARE EXPRESSED

Sections of the community which are high, or low, in any particular youth group participation, or in youth group participation as a whole.

Age groups which are high, or low, in any of the activities.

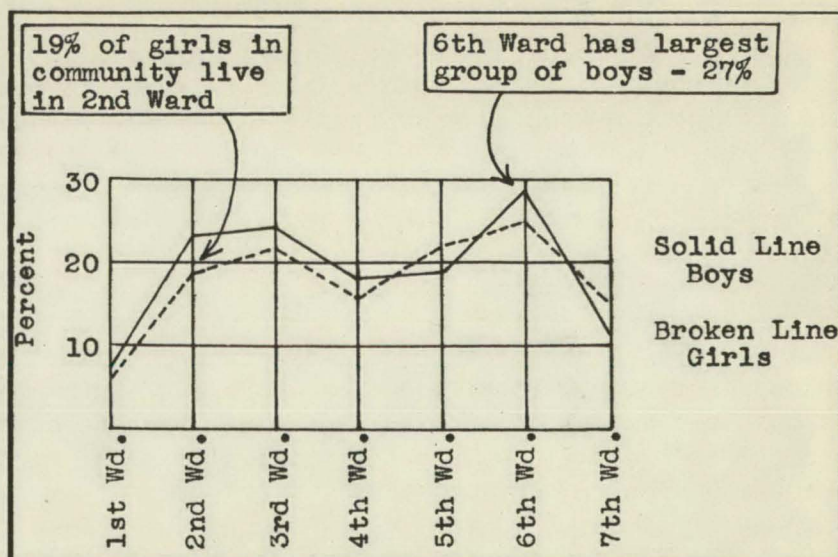
Sections of the community or age groups which need special attention, or for which new or additional facilities can wisely be provided.

Finally, to present the other side of the picture, similar tables and graphs are constructed using truancy, curfew violations and general (juvenile) offenses. A truant youth is one absent three or more times during the school year and the absences are clearly unwarranted or without reasonable excuse. General offenses include all offenses against local ordinances and state laws, in which the identity, age and residence of the offender can be established, regardless of whether there was juvenile court

action or not. In addition, a table is presented showing where juvenile offenses occur by geographical district.

Sufficient material has now been provided to measure results, although the practice here has been to extend the statistical summary by two additional tables. One table gives the total number of youth groups,

clubs, etc., in each general classification (religious, Boy Scout, Girl Scout, etc.), and the number of adult lay-leaders participating. For example:



Religious:

Number of groups	183
Number adult leaders	223

Boy Scouts:

Number of troops	15
Number of adult leaders	45

Although unnecessary, a second supplementary table is constructed using the figures broken down to show ratios in age groups and in districts. As an example, it is found that only two out of every five boys in the 16-17 year age group are participating in religious (church) activity. In another instance only one out of twenty boys who are of Boy Scout age in a certain district is participating in Scout activities. Then again, in one district it is found that five out of ten boys of the 12-13 year age group are general offenders.

This is simply another manner of expressing percentage and is intended mainly for the public's consumption, as a mimeographed report is distributed rather widely throughout the community and many readers comprehend the significance of the figures more readily by using this table. Such facts point out the need for special attention and concentration of efforts, the weaknesses of agencies already in existence, and in some instances complete failure of existing agencies.

The survey report is concluded with a list of recommendations and an analysis of the important high lights.

Of course, the maximum goal to be achieved in any community would be a one hundred per cent active participation by all its youth in the youth welfare, religious and other character-building activities with a reduction of truancy and juvenile offenses to the zero point. Such a goal, for a multitude of reasons, will probably never be reached; but a survey such as has been outlined, conducted annually or biennially, will furnish a means or control by which the rise of youth participation in character-building activities and the decline in truancy and juvenile offenses can be measured and compared.

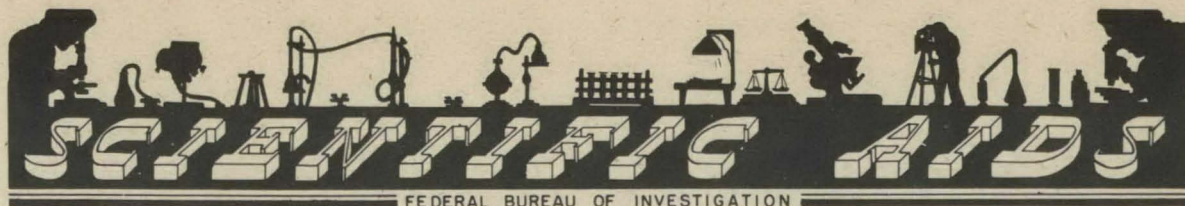
Attention must be directed to sources of error. One is that of duplication. For instance, a boy may be active in Scouting, in his church, and in a boys' club and thus will be counted three times, once under each separate activity. It will be impossible to isolate the individual, and although the extent of this error has not been calculated it is believed to be small and should not have any material effect on the over-all results. This same error will be constant in all surveys.

The second, and a more troublesome factor, is inaccurate reporting by the various agencies. This can largely be eliminated by preparation and use of a simple, uniform reporting form with instructions on its use. Familiarity will develop accuracy. A round-table discussion and explanation with the representatives of all agencies before each survey are helpful.

A resume of the purposes and uses of such a survey includes:

1. Indicates geographical districts of the community where active participation in organized youth activities is high or low.
2. Indicates age groups of the community as a whole, or in certain districts, where participation in organized youth activities is high or low.
3. Indicates districts where a high percentage of juvenile offenders live.
4. Indicates those age groups in which the percentage of juvenile offenders is high.
5. Indicates trends in the ages of juvenile offenders.
6. Indicates trends in the residences of juvenile offenders.
7. Indicates trends in the sex of juvenile offenders.
8. Indicates trends of active participation in organized youth activities, by type of activity and in all activities as a whole.

(Continued on page 30)



PHOTOGRAPHIC WORK OF THE FBI

Speech by

SPECIAL AGENT JAMES R. DUNLOP BEFORE ROCHESTER,
NEW YORK, TECHNICAL SECTION OF THE PHOTOGRAPHIC
SOCIETY OF AMERICA ON MARCH 11, 1945, AND SUBSEQUENTLY
PUBLISHED IN THE PHOTOGRAPHIC SOCIETY "JOURNAL" FOR SEPTEMBER, 1945

The application of photography to FBI problems is far more extensive than is generally realized. Many of these uses are of a conventional nature utilizing standard equipment and processes; others are evolved as a result of some particular need, peculiar to the scientific investigator, requiring special equipment and new or revised techniques.

For purposes of illustration a hypothetical case is considered in four categories as to the type of photography involved except where, for security reasons, the equipment or technique cannot be revealed.

I - INVESTIGATION OF THE CASE

Investigation of the case usually begins with an examination of the crime scene. An FBI Agent usually takes with him two cameras. One a general press type of camera having a double extension bellows, ground glass and flash equipment; the other a fixed focus fingerprint camera containing its own lights operated from batteries, which will reproduce fingerprints natural size. Both cameras can be used anywhere and anytime since they are not dependent upon house current for the power source. Of course, fingerprints can also be photographed with the press camera since it



ILLUSTRATION 1. PHOTOGRAPH OF HEELPRINT
AT THE CRIME SCENE. MADE WITH OBLIQUE
LIGHTING TO BRING OUT DETAIL IN THE
IMPRESSION.

has a double extension bellows and ground glass, but more time is required and an appropriate light source must be provided.

At the crime scene, general views are made of the areas involved so as to include recognizable land marks. Carefully detailed notes are taken by the Special Agent at the time which will assist in establishing the camera positions in relation to the crime scene.

Close-up photographs are made of any evidence that is uncovered at the crime scene, prior to its removal to the Laboratory. When footprints, tire tread impressions, jimmy marks and other important details are found, they are photographed as large as practicable, utilizing the ground glass and double extension bellows of the field camera, in order to obtain a maximum of detail in the photograph. Even where plaster casts are made of such subjects, photography is used just the same for record purposes and as a precautionary measure in the event the cast is not satisfactory. The lighting is important in photographs of this type. For instance, flat lighting will not bring out intaglio detail since it can be seen only through the highlight-shadow effect produced by oblique lighting. FBI Agents overcome this problem quite simply by removing the flash gun from the camera so that the flash reflector can be held to one side during the exposure.

Fingerprints are photographed at the crime scene, if possible. However, it often happens that the fingerprints cannot be clearly seen until chemical treatment or special lighting has been used. Subjects of this type are forwarded to the FBI Identification Division where they are given individual Laboratory treatment.

In certain types of cases it is necessary to make actual photographs of the subject without his knowing it. Sometimes this is necessary in order to check identity, to ascertain contacts, or actually to record the commission of a crime. This is the best corroborative evidence known. When photographs are shown to a jury of the subject actually committing a crime, or engaged in felonious activities which he has previously denied, there is little doubt as to how the jury will decide. Photographs of this type are made with cameras equipped with special telephoto lenses or cameras concealed in such a manner as to defy detection.



ILLUSTRATION 2. CAMOUFLAGED GERMAN POLICE CAMERA FOR MAKING PHOTOGRAPHS SURREPTITIOUSLY.

Not so long ago an attempt was made to extort a sum of

money from a well known motion picture actress. Arrangements made for the payoff by FBI Agents included the secreting of a 16 mm. motion-picture camera near the scene of the payoff. Special Agents succeeded in photographing the subject as he seized the package and fled. He was apprehended and subsequently found guilty by the court.

Photography of this type was of great value in the successful investigation and subsequent conviction of 33 German spies of the Duquesne Spy Ring in New York in 1942. Hundreds of still photographs and thousands of feet of motion picture film were exposed over a period of two years without any of the subjects being aware that they were being photographed. These pictures were instrumental in tying together and identifying every member of the Ring, obtaining confessions from some and refuting the testimony of others. Motion pictures were projected at the trial which showed Duquesne giving certain secret documents to an alleged German Agent (who, unknown to Duquesne, was in reality working with the FBI) for transmittal to Germany.



ILLUSTRATION 3. PHOTOGRAPHS OF FREDERICK DUQUESNE, TAKEN SURREPTITIOUSLY BY FBI AGENTS DURING COURSE OF INVESTIGATION.

II - LABORATORY EXAMINATION OF THE EVIDENCE

In 1932 the FBI Laboratory was established by Mr. Hoover for the purpose of making scientific examinations of evidence received during the course of investigations from FBI Field Offices and all Law Enforcement Agencies desiring to avail themselves of this service. This Laboratory has now grown to where it is the largest of its type in the world, having more than 230 highly specialized technical experts. All of these specialists use some phase of photography in connection with the examinations they perform.

When evidence is received for examination it is first photographed for record purposes. This necessitates a variety of cameras ranging from the 35 mm. microfilm type to large 16 x 20 process cameras. A small scale, calibrated in inches, is included in every photograph so that exact size determination can be established at any time. A specially constructed

vertical enlarger is used to enlarge 11 x 14 inch negatives for court presentation.

In the FBI Laboratory the examiners find photography an invaluable aid in performing their examinations. Photomicrography, especially photomicrographic comparisons, is used extensively to show microscopic differences or similarities between known and questioned specimens. Photomicrography is used extensively by the ballistics experts to record the tiny striations left on a bullet by the criminal's firearm. Similarly toolmarks, hairs and fibers, bits of paint from hit-and-run accidents, and soil and metal specimens are all examined and recorded for subsequent court use through the use of various photomicrographic techniques.



ILLUSTRATION 4. SOME OF THE MORE THAN FORTY DIFFERENT TYPES OF CAMERAS USED IN THE WORK OF THE FBI.

Photography plays a leading role in the work of the spectrographer who records on photographic plates the qualitative and quantitative composition of inorganic substances which are usually received for examination in minute amounts.

Fingerprints and some types of secret writing on documents are made visible through the action of certain chemical fumes, particularly iodine, but often the restored fingerprint or message is not permanent and will rapidly fade away. For this reason, a special type of fixed focus camera, containing built-in indirect lighting, is close at hand in the Chemical Section of the Laboratory in order to record these images photographically before they fade away.

Photography is such an integral part of document examinations that the document examiner is given a special course in technical photography since many document examinations are based entirely upon photographic results. For example, a document which contains writing obliterated by an ink applied directly over the original writing, is first subjected to every known photographic method that can be applied in an effort to separate the original writing from the obliterating ink. This involves the use of special filters, films, and techniques. Sometimes infra-red photography may penetrate the ink covering and reveal clearly the underneath writing; other times, ultra-violet photography may solve the problem.

The FBI Laboratory has solved many cases involving ink writings, which were obliterated with ink eradicators or other chemical bleaches, solely through the use of ultra-violet photography. Not always does a standard technique work satisfactorily but, instead, different filters, films and lights must be experimented with until the examiner is certain that he has exhausted all possibilities.

Where pencil writing or carbon inks have been obliterated by a dye or ink transparent to infra-red rays, infra-red photography is highly successful in bringing out the obliterated writing because of the opacity of the carbon deposit and the penetrative nature of the infra-red rays. Infra-red photography is also usually successful in photographing old documents which are faded and dirty. However, it is seldom of much use where mechanical erasures have been performed, except where the abrasive action of the eraser has been very slight. Infra-red photography has been recommended for the photography of charred documents but has seldom been of value in Bureau cases involving this type of material. In fact, subjects of this type seem to respond better to a good indirect lighting plus high contrast film and an otherwise standard photographic setup.

Sometimes important information is obtained by photographing questioned documentary evidence with oblique lighting in order to bring out any writing indentations which may have inadvertently transferred at the time the original writing took place. Specialized equipment was constructed for the FBI for making examinations of this type. The purpose of such equipment is to permit a parallel beam of light to pass over a document containing indented writing in such a manner as to illuminate the raised portions of the writing and to cast corresponding shadows in the depressions. Photographs of indented writing can also be made with a good spotlight by placing the light as close as possible to the plane of the document.

It is surprising how often criminals leave behind these tell-

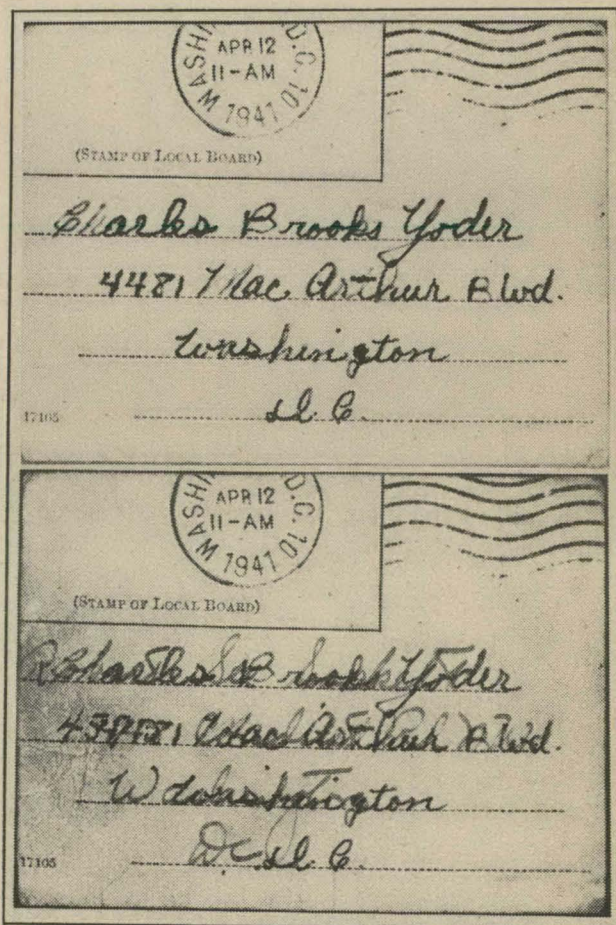
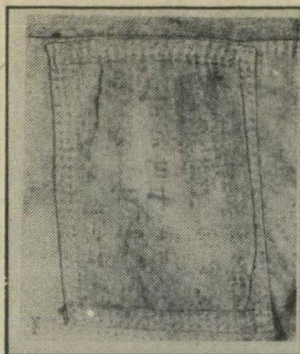


ILLUSTRATION 5. FORGERY OF SELECTIVE SERVICE CARD UNCOVERED BY ULTRA-VIOLET PHOTOGRAPHY. UPPER PHOTOGRAPH SHOWS HOW CARD APPEARED WHEN RECEIVED FOR EXAMINATION. LOWER PHOTOGRAPH, MADE WITH AN ULTRA-VIOLET TECHNIQUE, REVEALS ORIGINAL WRITING AND OWNER OF CARD, WHICH HAD BEEN CHEMICALLY ERADICATED AFTER OWNER LOST CARD.



STANDARD PHOTOGRAPH



INFRA-RED PHOTOGRAPH

ILLUSTRATION 6. INFRA-RED PHOTOGRAPHY OF LABEL FOUND ON JAPANESE FATIGUE UNIFORM REVEALS OBLITERATED DATA.

tale documents which are so often responsible for their conviction. Many such cases appear in the FBI files but one in particular which occurred quite recently in Hollywood, California, illustrates the value of such evidence. In carrying out the robbery of a Hollywood bank, the bank robber,

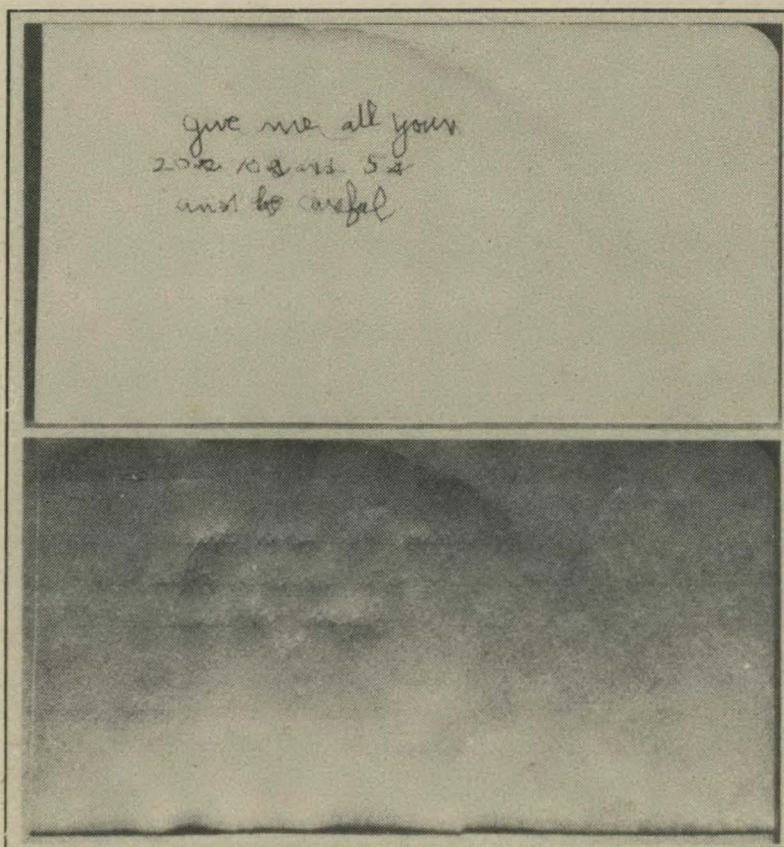


ILLUSTRATION 7. INDENTED WRITING PHOTOGRAPH ASSISTS IN ESTABLISHING GUILT OF BANK ROBBER. UPPER PHOTOGRAPH SHOWS ORIGINAL DEMAND NOTE. LOWER PHOTOGRAPH WAS MADE WITH PARALLEL BEAM LIGHTING OF PAGE IN NOTEBOOK FOUND IN SUSPECT'S APARTMENT.

disguised in true Hollywood fashion, thrust a handprinted note into a teller's cage demanding the money in specific denominations. During the course of the investigation following the robbery, Special Agents located a common type of school notebook with part of a page removed. On the next page was the indented form of the original demand note. Photographs made of this indented writing were subsequently introduced in court by the Laboratory examiner and were helpful in bringing about a conviction of the robber.

III - ARREST AND PHOTOGRAPHY OF THE SUSPECT

After the suspect has been apprehended his fingerprints are taken and his photograph made from different angles. The majority of such photographs are made by the police departments who generally refer to them as "mug" photographs. Since they ordinarily show only the facial features they are perhaps more correctly referred to as legal portraits. The idea behind such photographs originated with Bertillon's "Portrait Parle" or "Speaking Likeness."

Photographs of suspects and known criminals usually include a close-up or portrait front view and a profile view (usually the right side of the face) and sometimes include three-quarter and full length views. The front and profile views are still taken in much the same manner as set forth by Bertillon in his book "The Bertillon System of Identification" which was published in 1896. Such views should be taken with the camera on the level with the suspect's nose so as to produce a natural appearing facial perspective which, at the same time, will be a standard perspective for subsequent comparative photographs. A lens having a normal angle of view (50°-65°) is used to produce photographs which are free from foreshortening or other distortion effects. Lighting is simple and basic; either a single light close and above the lens of the camera or an indirect lighting that will produce a general illumination free from shadows. Shadows, of course, are detrimental in this type of portrait as they may conceal some identifying mark or scar or otherwise change the subject's appearance.

In addition to the standard portrait views FBI Agents take full length photographs of the suspect attired in street clothing, complete with hat, coat or whatever clothing was worn at the time of apprehension.

Except in special instances color photography has not proven sufficiently practical for general use up to this time, due to the complexities in handling and processing, lack of accuracy in present processes and processing, lack of permanence in the dyes used, high cost of materials and difficulty in supplying prints to Police Agencies.

IV - PRESENTATION OF THE EVIDENCE IN COURT

In the three categories previously described, (I) Investigation of the case, (II) Laboratory examination of the evidence, and (III) Arrest and photography of the suspect, it has been pointed out that the majority of photographs made in connection with the case eventually find their way into the courtroom. In order that the court may clearly see the detail in the photo-

graphs, enlargements are made, often as big as 40 x 60 inches.

Motion pictures have also been of inestimable value in presenting to the court certain activities or aspects of the case, especially where motion is involved, that could not be satisfactorily introduced in any other way. In most instances, still and motion pictures enable the judge and jury to better evaluate the evidence before deciding the fate of the accused.

CONCLUSION

Photography is a highly important interrelated part of the modern scientific approach of the FBI to the solution of crime and maintenance of internal security. As new equipment is perfected and new processes are introduced careful consideration will be given these innovations in an effort to apply them to the work of the FBI, which is dedicated to the protection of the American people.

(Continued from page 22)

9. Indicates increases or decreases in truancy and juvenile offenses by district and by age group.
 10. Measures the effectiveness of the community's organized youth activities, individually and collectively.
 11. Vividly demonstrates the youth situation in the community to its youth leaders, to parents and to the citizens in general. Progress can be charted and demonstrated; weaknesses illustrated.
 12. Provides an effective public relations project and is a worthwhile crime prevention activity.
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VIRGINIA SHERIFF SERVES LAW ENFORCEMENT FIFTY-TWO YEARS

Fifty-two years of uninterrupted law enforcement work is the record of Sheriff Arthur Bernard Shackleton of Lunenburg County, Virginia.

In 1893, the people of Lunenburg County elected the 21-year-old Shackleton as constable of Pleasant Grove Magisterial District. Two years later, he was appointed Deputy Sheriff of the County, and on January 1, 1904, he began the unbroken tenure of office which was to bring him fame as a Sheriff among Virginians.

During the whole period of his public work, this 73-year-old Victoria, Virginia, resident has received the whole-hearted cooperation of the citizens of his County and, as a result, there remain today only two major unsolved criminal cases in his territory. Beloved by those whom he serves, the Sheriff is one of the most popular men in the County and is known more familiarly as "Shack."

His deputies have served for long periods of time and have been staunchly loyal; he has had only ten in his 41 years as head of the Sheriff's Office. The five judges of the Circuit Court, the one Trial Justice and the numerous Magistrates under whom he has carried out his duties all have been his friends. The FBI, in its contacts with Sheriff Shackleton, has found him very helpful and has recognized him as a man of excellent character and reputation.



ARTHUR BERNARD SHACKLETON
Foster Studio, Richmond, Va.

Sheriff Shackleton was born on November 5, 1872, in Lunenburg County, the fourth of twelve children. He was educated in the public schools of the County and has lived almost his entire life in this same locality. On November 21, 1905, he married Mary Belle Fowlkes, who is also a native of Lunenburg County. They have two children. The Sheriff is an active member of the Victoria Presbyterian Church and of the Lunenburg Ruritan Club. He participates in all worthy civic activities in the County.

Editor's note - Material on other Law Enforcement Officers with long records of service is welcomed for possible use in future issues of the Law Enforcement Bulletin.



THE RANGE THAT COULDN'T BE BUILT*

The idea for a police academy and firearms range in San Francisco started in 1932. There were many officers, including Chief Charles W. Dullea, at that time Captain of Inspectors, who felt that modern standards of police efficiency could best be measured in terms of the training given to recruit and in-service policemen. Although San Francisco compared favorably with other cities of equal population in the matters of crime reports and crime clearances, it was thought that an even better record could be obtained and the morale of the Department generally could be materially improved by the inauguration of an intensive course of police training.

Those who were interested in the construction of a modern police academy and training grounds were given permission to make a survey of city-owned property within the county limits with the understanding that the Police Department would not be committed to any financial transaction. They selected a piece of heavily-wooded land of approximately six acres on the western shore of Lake Merced as a desirable and most convenient site for their project. Opposition developed from several sources. Equestrian clubs objected to the possible relocation of existing bridle paths and insisted that firearms would frighten the horses. Golf associations circulated petitions to the effect that police officers would interfere with the peaceful enjoyment of adjacent golf links. As a result, the plans were tabled and the application that had been filed with the Public Utilities Commission to use the site lay dormant for several months.

The support and good will of influential civic organizations assisted in reviving the issue in June of 1934. At that time the Public Utilities Commission of the City and County of San Francisco granted a permit to use the parcel of land selected on the western shore of Lake Merced for a proposed police academy and training grounds. An attempt to have the construction of the academy and pistol range set up as a city-sponsored federal project under the auspices of the Works Progress Administration failed.

In the meantime the Federal Bureau of Investigation had inaugurated the National Academy. Shortly following the completion of the First Session of the Academy, the opening exercises of the San Francisco Police Academy were held in a new and modern police building which had formerly been used as a district headquarters. Following the appointment of Captain of Inspectors Dullea to the post of Chief of Police, a city-sponsored W.P.A.

*Prepared from material sent in by the San Francisco Police Department.

project was set up in 1941 for the construction of the pistol range as the first unit in the contemplated program. Plans were prepared by the city architect. The new range was to be a departure from the accepted type. It was to be constructed almost entirely of reinforced concrete at a total estimated cost of approximately \$150,000.00..

In February of 1941, the ground-breaking exercises for the project were held and subsequently the work of clearing the site was commenced by workmen employed by the Works Progress Administration. In June of 1942, the project was closed due to the exigencies of war. A considerable amount of money had been spent and very little progress had been made in the actual construction of the range itself. At that time the police were told that there was little hope that the range would ever be completed. With Chief



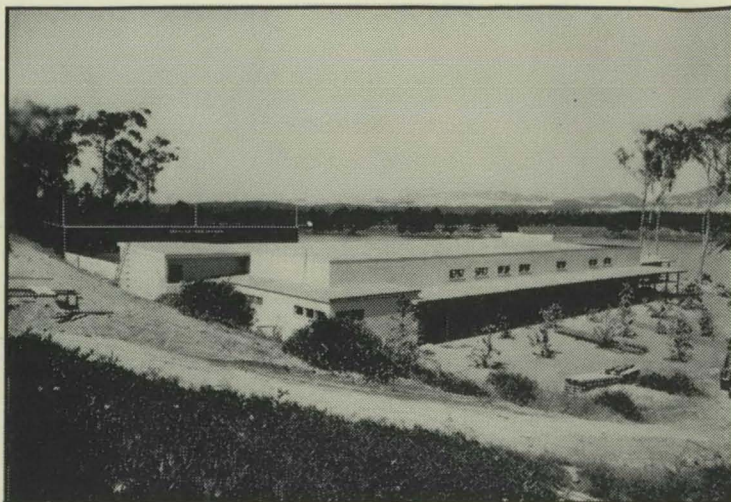
VIEW BEFORE CONSTRUCTION WAS COMMENCED

Dullea as the motivating force, a series of conferences was held which resulted in the decision that members of the Police Department would undertake to build the range. This plan, of course, drew criticism because many claimed the undertaking called for the exercise of trained engineering ability and the experience of skilled mechanics.

Apparently impressed by the sincerity which had characterized the efforts of the police and by the evident confidence in their ability to carry out the plans, Chief Administrative Officer Thomas A. Brooks allocated \$23,700.00 of unencumbered surplus funds to be used for the purchase of materials and equipment with which to commence construction. On a rainy day, February 23, 1943, eleven years after the idea was first suggested, seven determined volunteers from the ranks of the Police Department decided to begin building a pistol range.

For over a year and a half the work progressed. As time went on other men from the Department volunteered. Soon carpenters, plumbers, electricians, plasterers, tile setters, cement finishers, roofers and ordinary laborers, totaling twenty-eight men, volunteered their services. A member of the State Highway Patrol was among this number. Hours meant nothing to these men. They gave up Sundays and holidays. As a result of their labors 20,000 cubic yards of earth were moved, in addition to placing 74,000 pounds of reinforcing steel. These men handled 170,000 board feet of lumber, 4,000 linear feet of water main, 2,000 cubic yards of concrete, 30,000 feet

of wire cable, 80 electrically-controlled Duff-Norton oscillating targets, 28,000 pounds of armor plate, 8,000 pounds of bullet-catching trough, 2,000 square yards of cement finishing, 1,100 square yards of plastering as well as thousands of pounds of nails, bolts, straps and other miscellaneous materials. The cost of this project was around \$63,000.00. July 15, 1944, witnessed the completion of the San Francisco Pistol Range, the first unit of the proposed police academy and training grounds. The completed Range stands today as a monument to the men who built it. It is a symbol of determination and unselfish loyalty on the part of the men of the San Francisco Police Department.



GENERAL VIEW

The range itself is operated from a control tower which is located above and at one end of the firing line. It is designed so as to give an unobstructed view of the entire range including the spectators' area. The firing line is in a roomy pit three feet below the elevation of the spectators' area. Both the 25 and 50 yard target pits have 40 targets which are protected by a six-foot overhanging cantilever concrete roof. The targets which are of the Duff-Norton type are raised, oscillated and lowered electrically, all together or in banks of ten, by a range master operating a panel in the control tower. Large target rooms are located underground in the center of each of the target pits. The range area is protected on all sides by concrete walls. The back-stop is of concrete 25 feet high and faced with six inches of wood to prevent ricocheting. A unique feature is the steel bullet-catching trough which eliminates the necessity of sifting or sweeping in order to recover expended



CONTROL ROOM SHOWING TARGET
MASTER CONTROL PANEL

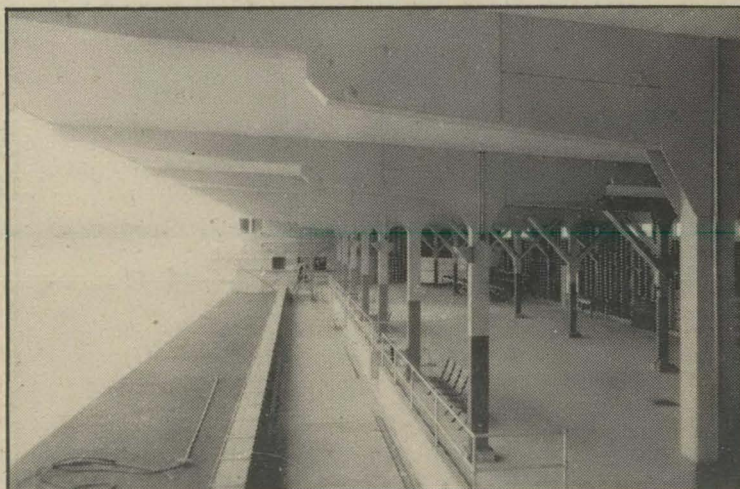
bullets. The deflecting shield is of armor plate eight feet high and $\frac{5}{8}$ of an inch in thickness. The Range, because of its very high overhanging roof, can be used without discomfort in any kind of weather.

Adjacent to the spectators' area is the administration building in which are located the entries and registration rooms, business offices, dressing rooms and armory and reloading rooms. An intercommunicating system reaches all parts of the Range. This system is supplemented by amplifiers which cover all parts of the grounds employed during the training seasons or when the Range is not in actual operation. The Range has a permanent detail of nine men under the supervision of the Range master, who is personally responsible for the instruction of the personnel and for the care and maintenance of the Range. Police officers are entitled to use 100 rounds of ammunition each month for practice in addition to that used in maintaining qualification.

The location on the shores of beautiful Lake Merced furnishes an opportunity for a development. The Police contemplate erecting a full-sized gym with classrooms and dining rooms, parade ground, club house, handball courts, tennis courts and other recreational facilities.

The following is a summary of the activities on the range from the opening day, July 16, 1944, to August 31, 1945:

Police Officers
qualifying.....6,405



VIEW OF FIRING LINE AND SPECTATORS' AREA FROM RANGE CONTROL ROOM



TARGET ROOM ---- TWENTY-FIVE YARD BUTTS
Dimensions 26' x 26'

Auxiliary Police Officers
qualifying.....1,420
Police Officers using
range for practice.....3,207
Special Agents, FBI.....1,296
Auxiliary Police Officers
using range for practice....423
Police Officers from
other Countries.....158
Members of the Armed Forces....85
Civilians.....64
Entries on Match days.....5,773
Targets used.....89,100
Ammunition reloaded,
rounds.....501,865



TYPICAL VIEW OF BUTTS

On a bronze plaque which was unveiled during the dedicating exercises the following words appear in simple tribute to the builders of this Range:

"SAN FRANCISCO POLICE DEPARTMENT

DECEMBER 23, 1943

THIS RANGE WAS BUILT BY LABOR VOLUNTARILY
CONTRIBUTED BY MEMBERS OF THE DEPARTMENT
AND IS DEDICATED TO LAW-ENFORCEMENT OF-
FICERS TO THE END THAT THEY MAY MORE EFFI-
CIENTLY SERVE THEIR COMMUNITIES AND MORE
CAPABLY PROTECT THE LIVES AND PROPERTY OF
THE CITIZENS."

WANTED BY THE FBI
RILEY BROWN McCAINE
UNLAWFUL FLIGHT TO AVOID PROSECUTION - MURDER

On September 30, 1945, Elnora Collins of Houston, Texas, accepted a ride from a stranger who approached her while she was waiting at a bus stop with an elderly woman friend. She was not seen thereafter until October 4, 1945, when her nude and partially burned body was found approximately 4 miles from Beaumont, Texas. She was identified through parts of clothing which remained and through a check of her fingerprints.

The next day an abandoned black sedan was located at Woodland near Lake Charles, Louisiana. Blood-soaked clothing identified as belonging to Miss Collins and a billfold containing her photograph were found in the car. Other evidence located in the automobile and a check of the registration of the car revealed that Riley Brown McCaine was the owner.

A murder charge was lodged against McCaine at Beaumont, Texas, and thereafter Special Agents of the FBI entered the case when a complaint charging him with fleeing from the state of Texas to avoid prosecution for the crime of murder was authorized by the United States Attorney.

On October 4, 1945, McCaine was observed in Washington, D. C. in the neighborhood of the apartment of his wife, who had previously launched divorce proceedings against him in Houston, Texas. It was not known at the time that McCaine was wanted for murder in Texas. McCaine is also reported to have attempted to gain entrance to his wife's apartment but was denied entry by the janitor because of previous instructions received from Mrs. McCaine.

On October 17, 1945, the FBI distributed a Wanted Flyer which advised that McCaine, on the basis of a complaint filed October 10, 1945, before the United States Commissioner at Beaumont, Texas, was wanted for unlawfully fleeing from the state of Texas to avoid prosecution.

PHYSICAL DESCRIPTION

Name	Riley Brown McCaine
Age	40
Date of Birth	January 30, 1905
Place of Birth	Jackson, Mississippi
Height	5'11"
Weight	150 - 165 pounds
Build	Medium
Hair	Dark brown, graying, thin, combed straight back, receding in front
Eyes	Turquoise blue, generally wears rimless glasses, eyelids twitch when talking
Complexion	Ruddy
Race	White
Nationality	American

Education	6th Grade
Occupation	Salesman
Scars and Marks	Appendectomy scar
Speech	Talks rapidly
FBI Number	4428948
Fingerprint Classification	15 I 31 W III
	M 30 U OII 18

Photograph of Riley Brown McCaine appears on back cover.

IT IS URGENTLY REQUESTED THAT ANY PERSON HAVING INFORMATION WHICH MIGHT ASSIST IN LOCATING RILEY BROWN McCAINE IMMEDIATELY NOTIFY THE DIRECTOR OF THE FEDERAL BUREAU OF INVESTIGATION, UNITED STATES DEPARTMENT OF JUSTICE, WASHINGTON, D. C., OR THE SPECIAL AGENT IN CHARGE OF ANY FBI FIELD OFFICE, THE ADDRESS OF WHICH MAY BE ASCERTAINED FROM THE INSIDE BACK COVER OF THIS BULLETIN.

NATIONAL MOTOR VEHICLE THEFT ACT AMENDED TO INCLUDE AIRPLANES

On September 24, 1945, the President signed Public Law #184 entitled "An Act to amend the Act of October 29, 1919, entitled 'An Act to punish the transportation of stolen motor vehicles in interstate or foreign commerce,'" which brings aircraft within the provisions of the National Motor Vehicle Theft Act.

Pertinent sections of the amendment follow:

That section 2, subsection (a), of the National Motor Vehicle Theft Act (41 Stat. 324; 18 U.S.C. 408), is amended by adding the following new language at the end thereof: "and the term 'aircraft' means any contrivance now known or hereafter invented, used, or designed for navigation of or for flight in the air."

Sec. 2. Sections 3, 4, and 5 of the National Motor Vehicle Theft Act are amended by adding after the words "motor vehicle" wherever they appear therein, the words "or aircraft."

Sec. 3. The title of the Act of October 29, 1919, is amended to read "An Act to punish the transportation of stolen motor vehicles or aircraft in interstate or foreign commerce."

In view of the FBI's primary investigative jurisdiction under the National Motor Vehicle Theft Act, cases involving aircraft are now being accepted for investigation.

A QUESTIONABLE PATTERN

The question arises as to whether the pattern appearing here is a whorl or a loop. A central pocket loop type whorl must have two deltas and at least one recurving ridge or an obstruction at right angles to the line of flow. The line of flow of a central pocket loop is determined by drawing an imaginary line from the inner delta to the center of the innermost recurving ridge. Since, in this case, there is no recurving ridge in front of the inner delta we must consider the obstruction type.



Draw an imaginary line from inner delta "A" to the center of the recurving ridge "B," and it is noted that ridge "C" is crossed at right angles. In the Identification Division this pattern would be classified as a whorl of the central pocket loop type, and would be given a reference classification of a plain loop.

NOTICE

IN FORWARDING FINGERPRINT CARDS FOR SEARCH AND FILING IN THE IDENTIFICATION DIVISION OF THE FBI, LAW ENFORCEMENT OFFICERS ARE REQUESTED TO FURNISH IN EVERY INSTANCE WHERE AVAILABLE, THE FBI NUMBER, LOCAL POLICE NUMBERS, AND ALL AVAILABLE INFORMATION AS TO PREVIOUS CRIMINAL HISTORY. SUCH INFORMATION NOT ONLY ASSISTS THE IDENTIFICATION DIVISION BUT IT MAKES MORE COMPLETE INFORMATION AVAILABLE TO ALL LAW ENFORCEMENT.

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Communications may be addressed to the Field Office covering the territory in which you are located by forwarding your letter or telegram to the Special Agent in Charge at the address listed below. Telephone and teletype numbers are also listed if you have occasion to telephone or teletype the Field Office.

CITY	AGENT IN CHARGE	TELEPHONE NUMBER	BUILDING ADDRESS (Letters or Telegrams)
Albany 7, New York	Cornelius, A.	5-7551	707 National Savings Bank
Anchorage, Alaska	Teague, L. O.	Main 521	Federal Building
Atlanta 3, Georgia	Danner, R. G.	Walnut 3605	501 Healey
Baltimore 2, Maryland	Hallford, Fred	Lexington 6700	800 Court Square
Birmingham 3, Alabama	Abbatichio, R. J.	4-1877	300 Martin Building
Boston 9, Massachusetts	Soucy, E. A.	Liberty 5533	100 Milk Street
Buffalo 2, New York	Wilcox, J. B.	Madison 1200	400 U. S. Court House
Butte, Montana	Banister, W. G.	2-2304	302 Federal
Charlotte 2, N. C.	Scheidt, E.	3-4127	914 Johnston
Chicago 3, Illinois	McSwain, G. R.	Randolph 2150	1900 Bankers'
Cincinnati 2, Ohio	Holloman, F. C.	Cherry 7127	637 U. S. Post Office & Court House
Cleveland 13, Ohio	O'Connor, H. T.	Prospect 3550	900 Standard
Dallas, Texas	Wyly, P.	Riverside 6101	1318 Mercantile Bank Building
Denver 2, Colorado	Kramer, R. P.	Main 4335	518 Railway Exchange
Des Moines 9, Iowa	Kuhnel, E. E.	3-8618	739 Insurance Exchange
Detroit 26, Michigan	Guerin, R. A.	Randolph 2905	906 Federal Building
El Paso, Texas	Suran, R. C.	Main 1711	202 U. S. Court House
Honolulu 16, Hawaii	Moore, R. L.	4977	206 Dillingham
Houston 2, Texas	Willis, G. N.	Charter 4-6061	1221 Niels Esperson Bldg.
Indianapolis 4, Indiana	Dalton, J. L.	Market 6415	327 Federal Building
Jackson 1, Mississippi	Lopez, J. M.	3-5221	700 Mississippi Tower
Kansas City 6, Missouri	Brantley, D.	Victor 4686	707 U. S. Court House
Knoxville 02, Tennessee	McCabe, N. H.	4-2721	407 Hamilton National Bank
Little Rock, Arkansas	Morley, D. R.	2-3158	445 Federal
Los Angeles 13, Calif.	Hood, R. B.	Madison 7241	900 Security
Louisville 2, Kentucky	McFarlin, M. W.	Wabash 8851	633 Federal
Memphis 3, Tennessee	Hostetter, D. S.	5-7373	2401 Sterick
Miami 32, Florida	Thornton, J. E.	9-2421	1300 Biscayne
Milwaukee 2, Wisconsin	Johnson, H. K.	Daly 4684	735 U. S. P. O., Customs & Court House
Newark 2, New Jersey	McKee, S. K.	Market 2-5613	1836 Raymond-Commerce
New Haven 10, Conn.	Gleason, R. F.	7-1217	510 The Trust Company
New Orleans 12, La.	Weeks, C. E.	Canal 4671	1308 Masonic Temple
New York 7, New York	Conroy, E. E.	Rector 2-3515	234 U. S. Court House, Foley Square
Norfolk 10, Virginia	Trost, J. F.	4-5441	411 Flatiron
Oklahoma City 2, Okla.	Bryce, D. A.	2-8186	940 First National
Omaha 2, Nebraska	Logan, K.	Jackson 8220	629 First National Bank
Philadelphia 7, Pa.	Fletcher, H. B.	Rittenhouse 5300	500 Widener Building
Phoenix, Arizona	Duffey, H. R.	4-7133	307 W. C. Ellis
Pittsburgh 19, Pa.	Fletcher, F. A.	Grant 2000	620 New Federal
Portland 5, Oregon	Bobbitt, H. I.	Broadway 1167	411 U. S. Court House
Richmond 19, Virginia	Kimball, H. M.	7-2631	601 Richmond Trust
St. Louis 1, Missouri	Norris, G. B.	Chestnut 5357	423 U. S. Court House & Custom House
St. Paul 1, Minnesota	Rhodes, M. B.	Garfield 7509	404 New York
Salt Lake City 1, Utah	Newman, J. C.	5-7521	301 Continental Bank
San Antonio 6, Texas	Acers, M. W.	Garfield 4216	478 Federal
San Diego 1, California	Murphy, W. A.	Main 3044	728 San Diego Trust & Savings Bank
San Francisco 4, Calif.	Stein, C. W.	Sutter 6367	One Eleven Sutter, Room 1729
San Juan 21, Puerto Rico	Schlenker, A. C.	2-0125	508 Banco Popular
Savannah, Georgia	Brown, D. K.	3-3026	305 Realty
Seattle 4, Washington	Boardman, L. V.	Main 0460	407 U. S. Court House
Springfield, Illinois	Traynor, D. L.	2-9675	1107 Illinois
Washington 25, D. C.	Hottel, G.	Republic 5226	1435-37 K Street, N. W.

The Teletypewriter number for each Field Office, including the Bureau at Washington, is 0711, except the New York City Office, which is 1-0711, and Washington Field, which is 0722.

Communications concerning fingerprint identification or crime statistics matters should be addressed to:-

Director
Federal Bureau of Investigation
United States Department of Justice
Pennsylvania Avenue at 9th Street, N. W.
Washington, D. C.

The office of the Director is open twenty-four hours each day.

TELEPHONE NUMBER:
EMERGENCY (KIDNAPING)

EXECUTIVE 7100
NATIONAL 7117

WANTED BY THE FBI. . . .



RILEY BROWN McCAINE

UNLAWFUL FLIGHT TO AVOID PROSECUTION - MURDER

Detailed descriptive information on this person
will be found on pages 37 and 38.