

• *Restricted to the Use of Law Enforcement Officials*

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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.



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Director J. Edgar Hoover

Before the Special Committee to Investigate Organized Crime in Interstate Commerce, March 26, 1951

The members of this special committee of the United States Senate can take pride in its accomplishments during the past few months. You have developed facts which brought out into the open entanglements between the underworld and the upperworld, and unholy alliances between the criminal element and officialdom which established a shocking disregard for law and order.

I know of no other force in American life that can render such a salutary service as a congressional investigative committee in exposing conditions which are inherently evil. The broad powers vested in such committees give them opportunities not available to the usual investigative process. The very nature of these powers also places upon such committees a responsibility of considerable import.

Apart from securing information to aid in the legislative process, congressional committees make their greatest contribution by focusing the spotlight of public opinion upon those forces hostile to the best interests of our country.

The work of this committee to date has made great progress in awakening a public interest in the widespread ramifications of the underworld. Your hearings have been observed by millions of Americans on television screens and they have seen for themselves the arrogant defiance of those who conceal their endeavors and hide behind the protection of the Constitution for which they have so little regard. This awakened interest augurs well for the future. I hope it will result in increased zeal for civic responsibility. May I also express the hope that this committee will continue its unbiased nonpolitical exposure of the criminal element which has polluted all too many communities of our Nation.

Crime Picture

There is nothing pleasant in any discussion on

the subject of crime. Crime exists because of failures—failure to prevent delinquency and failure to correct delinquency. Beyond that, there is a failure to prevent crime, a failure to detect crime, a failure to prosecute crime, a failure to properly deal with crime and a failure to take the profit out of crime.

Since 1940 the population of the United States has increased 14.3 percent while serious crimes increased 18 percent. Last year, a total of 1,790,030 serious crimes were committed, or an average of 1 serious crime every 18 seconds. In an average day last year 301 persons were feloniously killed or assaulted; 146 robberies were perpetrated; 1,129 places were burglarized; 468 cars were stolen; and, in addition, 2,861 thefts of other types were committed. Those figures reflect that the American people, day after day, are paying a bitter toll in death, personal sorrow, and financial loss, to the criminal. In 1950 every major classification of crime, except robbery, showed an increase.

The experience of observing the growth of crime in the prohibition era, its sharp decline in the mid-thirties and now its gradual rise convinces me that crime is a problem to be met and solved in each city, town, and hamlet. In facing this task one thing is certain—in those communities where public opinion is enlightened and aroused, crime is at a minimum. In such communities, crime has not become entrenched, it does not enjoy unholy alliances with those in public office, it does not have the protection of the very forces who have a sworn duty to exterminate it and it is unable to secure recruits from established incubators of crime.

Law enforcement is only as effective as the citizens demand. If the community, as a group or as individuals, does not desire effective law enforcement, then there will not be effective law enforcement. That proposition has been abundantly proven. The ultimate responsibility for a crime-free community rests at home—with the citizens

of the community itself—when they assume their responsibility.

Cooperation

The American system of law enforcement is based on the mutual cooperation of national, State, and local agencies, each working within the democratic framework of government. Time after time, the strength and validity of this system have been demonstrated. In the 1930's, dangerous criminals, who brazenly flaunted the orderly forces of government, who had a vast network of aid and assistance, who were glorified by sentimentalists, were finally brought to justice when the American public became sufficiently aroused to demand and support the campaign which brought about their destruction. During the war, the manifold problems arising from the national defense of the Nation were efficiently and expeditiously handled in this manner.

This Nation has no need for a national police force. Cries frequently are heard that America, to meet "the problems of the day," must create a master, over-all law-enforcement agency, whose authority would extend to every nook and cranny of the Nation. I disagree with this attitude. My experience has demonstrated that the present system of law enforcement, national, State, and local, is the best system. The peace officer must be the servant of the people—protecting their interests and responding to their will. The law-enforcement agency must be an integral part of the community. Otherwise, the American system of democratic government would be defiled.

"There can be no concealment of the fact that law enforcement has not always performed at peak expectations. The fault is not in the system but in the way it works. The American people, if they desire competent, efficient, and effective administration of justice, must be willing to provide financial means; moral support; and a practical realization of the responsibilities of citizenship. A police department, understaffed, underpaid, and ill-equipped, cannot properly fulfill its duties. Lack of public interest may allow a small minority of peace officers, aided and abetted by corrupt politicians, crooked prosecutors, and underworld "fixers," to bring shame upon the profession. Action is needed, not to revamp the fundamental structure of American law enforcement, but to strengthen, in technical skill, character, and esprit de corps, the existing institutions.

Responsibility

I think the time has come for some straight thinking on the subject of responsibility. All too frequently in the past few years, there has been too much "buck passing" to the Federal Government. Too frequently, when pressures mount in local communities by reason of dissatisfaction with conditions, leaders, either to escape the wrath of citizens or to conceal their own inability to cope with situations, have advanced the alibi that "This is a job for the Federal Government." The time has come to take stock. The Federal Government can never be a satisfactory substitute for local self-government in the enforcement field.

The experience of people in other lands who suddenly found themselves living in a totalitarian state discloses that always the trend started with people in local communities being unable or unwilling to take care of local situations. I hope that day never comes to America, as our way of life is too precious to be supplanted by either a Socialist, Fascist, or Communist form of government.

The mere fact that conditions have been exposed which are shocking, to say the least, is no reason to depart from our traditional concepts of constitutional government. In the deplorable conditions which have been exposed, it is not the system that was at fault but the men who were responsible for its proper functioning and, more important, the citizens who failed to raise their voices or to exercise their responsibility at the ballot box.

Federal law enforcement, however, has a role to play which is a vitally important one. A Federal law-enforcement agency must always be willing to lend all possible assistance to local agencies without usurping local functions, prerogatives or jurisdiction. That always has been and is today the policy of the FBI. The Federal Bureau of Investigation has the responsibility for investigating alleged violations of certain specified Federal criminal statutes. That responsibility is definitely fixed and is well known. In the event we fail to perform our duties incident to such responsibility, the public would know what agency to hold responsible.

Services of FBI

In the absence of a specific Federal statute, the FBI is not authorized to conduct any investigation of what is strictly a local violation. Yet, there are

many services of a coordinating and clearinghouse type which the FBI is able to offer for local law-enforcement officers in connection with the enforcement of local laws. The FBI Laboratory receives evidence from local law-enforcement officials and its scientists make a study of the evidence submitted and prepare a report of their findings. In the event testimony is desired, the scientists will testify in the local courts and these services of examination and testimony are available to all police agencies without cost.

The FBI Fingerprint Identification Division is another service established by Congress to assist local officers. This service includes the furnishing of criminal records based upon fingerprints, latent fingerprint identification, the filing of wanted notices for individuals whose apprehension is desired, the identification of unknown dead, the location of missing persons, and similar identification services.

The facilities of the FBI National Academy are available to local, county and State police agencies for select representatives to receive training as police executives and as police instructors and upon request, assistance will be given in local police training schools. These are some of the FBI cooperative services which are available and which are made use of by the local police throughout the country on a voluntary basis.

Community Support

There is no mystery about good law enforcement. It merely applies to crime detection the same principles of efficiency necessary to any well organized business. Regardless of the potential effectiveness of law-enforcement agencies as such, they are powerless to give their full measure of protection unless properly supported. Your committee has inquired into the reasons why crime exists in those communities where you have found it thriving and prospering. The people of each community need to do as you have done—endeavor to seek answers to such questions as: What has happened to the important cases which were in the newspaper headlines a few months ago? Were they vigorously prosecuted, or were the felons allowed delay after delay while witnesses disappeared, and the final court room scene became a mere mockery of the law? Were juries tampered with, witnesses intimidated, perjury suborned? Did the criminal in a serious crime get off easier than some wayward youth who stole a car or burglarized a store while

hungry? Are the operators of vice dens excused from prosecution by the paying of a mere fine which amounts to a license to traffic in human flesh? Are criminals allowed by the courts and prosecuting attorneys to plead guilty to a lesser offense than the one charged and thus receive a shorter sentence? Are convicted criminals afforded special opportunities and privileges in prison? Do public officials live beyond their means?

Are there slot machines in drug stores and restaurants? Does gambling thrive? Are there bookmaking joints on every corner? Who controls the numbers racket? Is vice kept at an irreducible minimum, or does it contaminate most sections of the city?

If vice conditions exist, who is responsible? Are there alliances between the beneficiaries of crime and officialdom? If there are, a few aroused citizens can accomplish more than the enactment of new legislation because the underworld cannot stand exposure. One vigorous crusading newspaper which does not pull its punches can do more to build up a will to enforce existing laws than the enactment of new laws which shift responsibility from local authorities and provide an alibi for their failures.

Remedies

The solution of the crime problem is a simple matter: Enforce existing laws fairly and impartially, vigorously and relentlessly, and mobilize the full force of every medium of education as to the facts about crime.

I have no sympathy with the position of those who constantly are urging against the publication of information on crime. In fact, I would urge the dissemination of more information on crime which puts crime in its proper perspective and reveals it in all its horror and filth, and revolting character. Only in that way can public lethargy be forced into action.

I have always had great respect for the role of the grand jury in our system of criminal law enforcement. The broad powers of the grand jury give it ample authority, at periodic intervals, to inquire into the state of law enforcement in the various communities. I hazard the guess that if on an annual basis a grand jury scrutinized the administration of justice in every community in the land this would have a salutary effect.

Those who engage in widespread vice activities

and rackets could not long survive without their ally—the political renegade. No community in the land is contaminated by rackets and corruption without the assistance of local interests which hold law enforcement in restraint. “Law-enforcement officers are the peoples’ representatives. They are not persons with unlimited power; they must obey those under whom they hold office.” If they are dominated by the criminal-aligned politician, ruthless rackets and vice are inevitable. The law-enforcement officials in our Nation, for the most part, are honest and anxious to do a good job. Regardless of their personal honesty, however, they are frequently powerless to act. Only aroused and enlightened citizens can take the handcuffs off their wrists and place them where they belong, upon the racketeers, criminals, and corrupt politicians.

“Too frequently, the police of the Nation have been shackled not only by higher-ups but by technicalities of the law which make it virtually impossible for them to discharge their duty. The rights of every person must, of course, be protected—even the criminal—but there are occasions when the criminal has every break in his favor and the officer has every conceivable obstacle thrust in his pathway.”

After thoroughly scrutinizing law enforcement the next question is: What do you know about the judiciary in the community? Is it a fountain-head of justice, or is it controlled by entrenched interests? Do the courts protect the innocent, the poor, and the uneducated with the same vigor they do the privileged? Are the courts quick to detect perjury and vigorous in demanding action? If the robes of justice are not clean, then society and individuals are not secure. And the prosecutors, do they seek justice for society and the accused as well; or do they safeguard the interests of the accused by grand jury white-washing or improperly prepared cases?

Prohibition Era

I have always felt that the basic reason we saw the underworld develop and acquire a status during the prohibition era was attributable to two factors. The first is a simple one, public opinion was not mobilized behind enforcement. There was a lack of interest, determination, and zeal on the part of large numbers of our citizens to make sure that the law was enforced.

The second reason follows: There was a wide-

spread breakdown of law and order because the basic responsibility for enforcing the prohibition laws was not given to the “home town police,” but was given to Federal authorities. A vast Federal agency, try as it would, soon was facing the unwholesome fact that local underworld forces were being protected by local enforcement interests and the sad result was the rise of gangsterism. The sad experience of that era should be too fresh in our minds to make the same mistake again.

Gambling

The widespread ramifications of the present gambling interests in my opinion are in many respects similar to the underworld alliances of the prohibition era.

“The gambling problem must be viewed as a phase of the entire crime picture. Organized gambling is a vicious evil. It corrupts our youth and blights the lives of adults. It becomes the springboard for other crimes: embezzlement, robbery, even murder. But, like any other type of crime, it can be controlled.” If the laws against gambling presently on the State and local statute books were earnestly and vigorously enforced, organized gambling could be eliminated within 48 hours in any community in the land. No criminal, the gambler and his allies included, can long stand up before a determined, intelligent, and informed public opinion. That, in my opinion, is the basic answer to the gambling problem: an aroused public opinion which will act on a local level through local law enforcement authorities to wipe out this menace.

In many communities local and State laws prohibit gambling but, nevertheless, several forms of gambling exist. In others “betting” is legalized but bookmaking is banned. We may hear that this gambling is beyond the control of local authorities and cannot be suppressed because of its direction by national figures who reside across State lines. In just such instances, demands arise for Federal action or Federal legislation to eliminate the gambling and the gamblers from the community. What really is needed is not more laws but the will to enforce those laws already on the statute books.

I believe that in any town where gambling flourishes local gambling czars can be found. The gambling element may be headed by one man who controls all the various gambling activities, but frequently gamblers have by agreement divided

the community geographically or by types of activity, each under its special gambling czar.

I submit that these local gambling czars stand at the very center of gambling in this country. The local overlord of gambling is an all-powerful figure in his community. He is the individual who controls the gambling outlets, the "bookie joints," the runners, the slot machines, and the gambling centers. He is the man who controls the so-called mobs, pays for or arranges for protection and is the directing energy of the entire mob of criminality which protects such activities in the local community.

Without question, these local czars have common purposes and working tools, and may well have contacts with national figures in gambling, the so-called tycoons of the underworld. But these same national figures are themselves dependent, in their operations, upon the local gambling czars. If you would strike at the national ramifications of gambling, the only effective way I know to do the job permanently is to blast the foundation out from under them.

Strict Enforcement

The evils of gang wars, gambling, vice, political corruption, and organized crime can be eliminated from the American scene. The fundamental solution lies in aroused and awakened citizens, militantly demanding the action which will eliminate the gambling czar, the crook, and the venal politician. Blast the foundation of the local gambling czar, by vigorously enforcing the statutes against gambling without fear or favor and he will collapse and, like a house of cards, the vast pyramid of gambling will collapse.

Local citizens must unite in surveying their communities to see that their law-enforcement agencies have the manpower, the technical facilities, and the will to combat the criminal menace. Vigorous enforcement of local laws will eliminate gambling in those communities where gambling has been outlawed by statute. This is the solution of the problem.

American Home

The extent of organized crime in the United States is a national disgrace. The very fact that we have a crime problem reflects an evil of even greater import. The American home too often does not occupy the place in our national life that it did at the turn of the century. We are in a state of moral depression. The breakdown of the home is both a cause and a result. The bad state of affairs in too many of our schools is another result. In many instances any semblance of religious training is barred and the mentioning of God is frowned upon while espousers of godless communism carry on under the guise of academic freedom.

No nation ever won a war unless its people were united and dedicated to the common cause.

Moral Reawakening

We can never have a crime-free America until all who stand for law and order are united and determined to mobilize against those who constitute our army of lawlessness. Only a return to the fundamentals upon which this Nation was founded—a moral reawakening—a revitalized spirit and a rededication of service to our fellow man—can make this a reality.

Dallas Officer Wins Essay Award

Officer M. W. Townsend of the Dallas Police Department, Dallas, Tex., was the recipient of an award at the annual awards banquet sponsored by the Citizens Traffic Commission, Dallas, on February 13, 1951.

Officer Townsend was honored as the winner of an essay contest among Dallas officers setting forth their concept of their duty as policemen. Such a contest is sponsored annually by United States District Judge W. H. Atwell.

The winning essay, entitled "My Duty as a Policeman," is as follows:


My duty as a policeman is to enforce and obey the laws of the United States, the laws of the State of Texas, and also the laws and city ordinances of the city of Dallas.

My duty also carries the responsibility of protecting the citizens of Dallas, to come to their aid in time of need or distress without having to be asked. I must be ready to guide, and give information whenever asked.

My duty as a policeman is to detect and apprehend criminals, to protect the public from these people; and when a prisoner is in my custody to protect him from public anger and vengeance.

It is my duty to obey the orders of my superior officers no matter of what character the orders may be. And to carry them out to the best of my ability.

Last but not least, my duty is to live my life cleanly, justly, and spiritually on or off duty as a policeman, as an example for my neighbors and the people of Dallas to follow.



Pick up the Trail

WITH PLASTER CASTS

THE TASK OF TRACKING CRIMINALS has become more difficult as the criminal has learned to avoid leaving evidence that can implicate him. However, in his haste to enter and leave the scene of his crime he frequently overlooks the prints of his shoes or the tire impressions of his car. The investigator must be able to locate and preserve such evidence which often serves as a vital link to the criminal.

To protect this link so that it can be permanently reproduced in a photograph or a plaster cast, KEEP THE CRIME SCENE CLEAR OF ALL PERSONS UNTIL AN ORGANIZED CRIME SCENE SEARCH CAN BE MADE. It is no more reasonable to allow persons to walk or drive into the crime scene area than it would be to allow them to handle a murder weapon which may bear a murderer's fingerprints. Once a shoe print or tire impression is trampled on, it can never be restored.

A shoe or tire impression can be a "material witness" that may assist in locating the criminal and may indisputably place him at the scene of a crime. This evidence is sometimes more reliable than an eye witness. In a recent murder case it was possible to eliminate one suspect through

a comparison of his shoes with casts of shoe prints made at the crime scene even though his shoes were the same size and design as those which made the impressions. Later, the murderer was positively identified through such a comparison. Plaster casts of impressions have even been used in hot pursuit of a criminal.

For example, recently a cast impression was used by a posse to follow the trail of a fugitive who had fled on foot across the countryside. He was trailed several miles in this manner and was finally located.

The following 10 steps may aid in developing a proper procedure for reproducing shoe-print and tire-tread impressions by means of plaster casts.

1. PHOTOGRAPH. Before attempting a cast it is a good plan to photograph the entire crime scene area so that the location of shoeprint and tire tread impressions as well as other evidence may be recorded. It is then advisable to make an evidence photograph of each impression.



PHOTOGRAPHIC METHOD. Set camera directly over and parallel with impression.

Focus impression as large as possible on ground glass.

Include scale and identification in photograph.

Make exposure with flash attachment, directing light from one side to produce shadows.

2. PREPARE IMPRESSION. The condition and the kind of material in which the impression is found will control the preliminary steps to be taken before the plaster is poured. If the impression is in soft earth, clay or similar substances, foreign objects must be carefully removed. Impressions in sand, dust, and snow, will usually require special treatment. Under some circumstances, a retaining wall made of cardboard, or of strips of wood or metal, should be placed around the impression to contain the plaster in a small area.



3. COLLECT ESSENTIAL MATERIALS.

A good grade of plaster, water, and a container for mixing are required.

Select suitable reinforcement materials such as sticks, wire, gauze, etc.

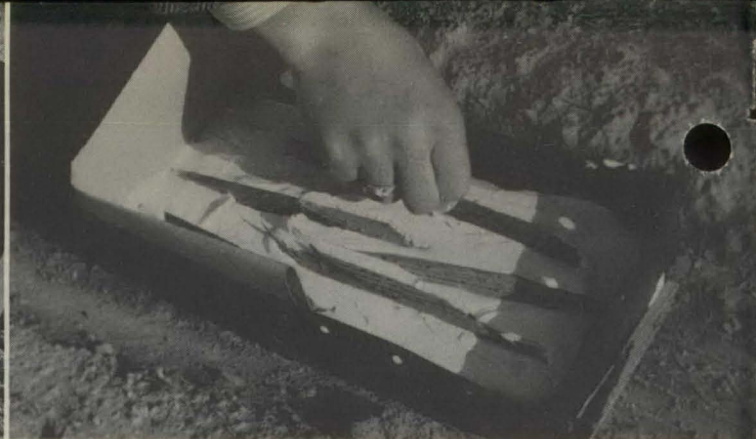
Utilize a paddle, or spoon, for stirring.

Spraying equipment and forms for retaining wall are optional.

4. MIX PLASTER. The plaster can be mixed in two ways, both of which require sifting the *powder into the water*. One method is to stir the mixture while sifting powder into the water until it becomes creamy. The second method is to sift the dry plaster into the water without stirring until it is saturated and the powder fills up on the surface. It is then thoroughly mixed. The mixture must be thin enough to pour easily.



5. POUR PLASTER. The plaster must be poured quickly over the entire surface. A paddle or spoon will break the fall of the plaster.



6. REINFORCE. After pouring a $\frac{3}{4}$ -inch thickness, reinforce, and continue pouring until the cast is at least $1\frac{1}{2}$ inches thick.



7. IDENTIFY. Mark back of the cast with initials and date as soon as plaster sets.



8. REMOVE. Lift the cast carefully in about 20 minutes after plaster is set.



9. CLEAN. After the cast is thoroughly set, wash in pail of water or under low pressure stream, using extreme care not to disturb surface. Do NOT BRUSH, RUB OR SCRAPE.



10. FINISHED CAST. Should show design in detail, and reproduce minute markings which will serve to identify the cast with the evidence which produced the impression.



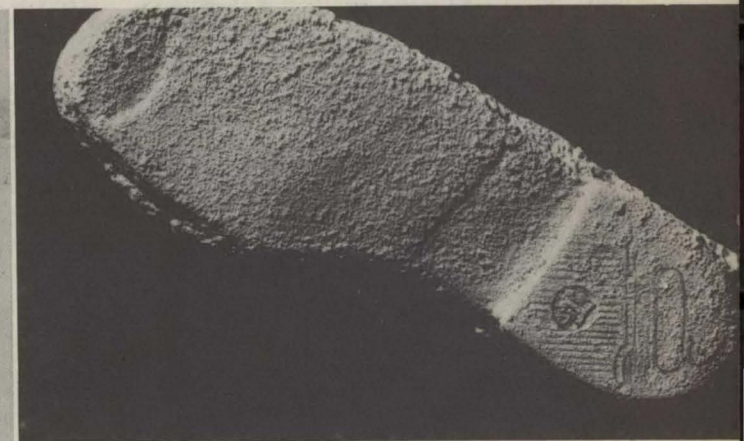
SPECIAL PREPARATIONS. Impressions in sand, loose soil, and snow must be strengthened with a plastic spray, shellac, or other quick-drying fixative.



APPLY FIXATIVE. A wall should be placed around the impression and the spray should be directed over the impression rather than directly at it.



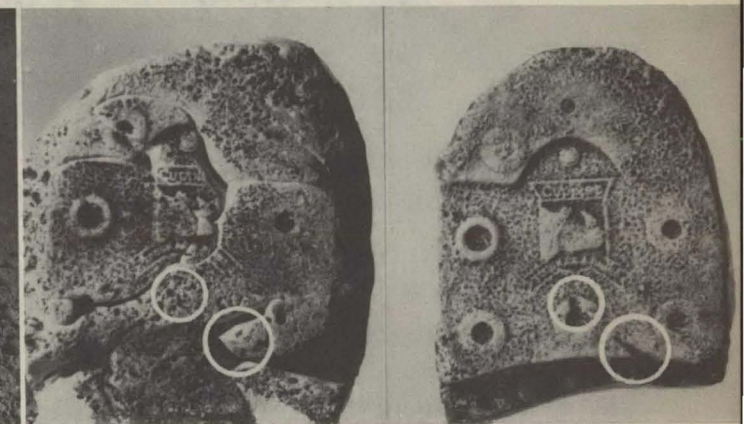
INSULATE. A fine layer of talcum powder sprinkled over the surface of a snow impression will serve to insulate the snow from the heat of the setting plaster.



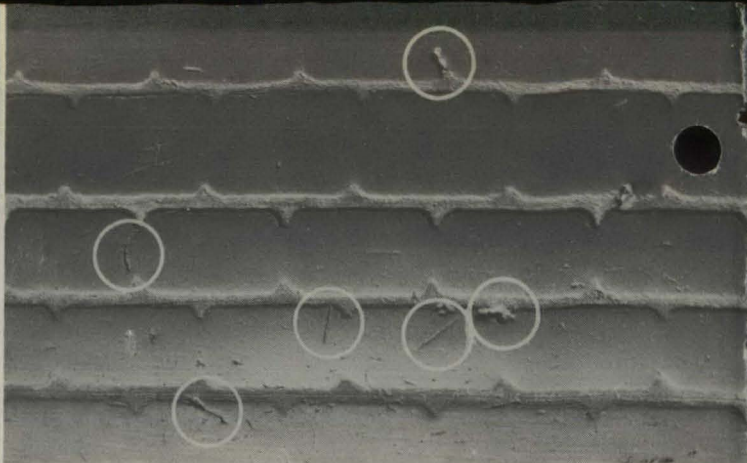
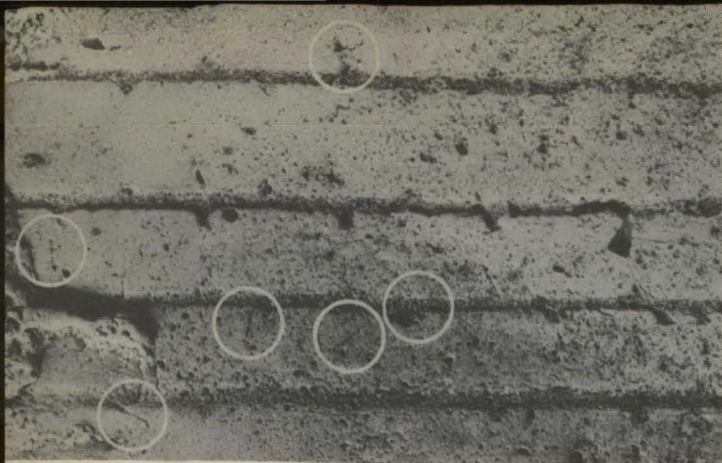
CAST OF SNOW IMPRESSION. Plastic spray alone has been used as a preparation for some snow impressions, and excellent results have been obtained.



THICK PLASTER. A common fault in preparing casts is to allow the plaster mixture to become thick before pouring.

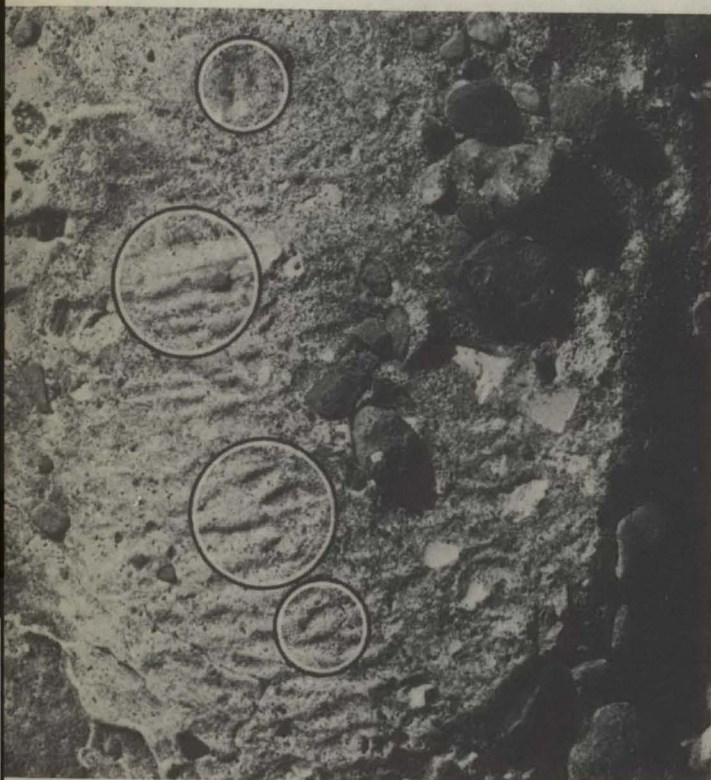


IMPERFECTIONS. The use of too thick plaster will cause imperfections that may completely obliterate identifying marks.



TIRE IDENTIFICATION. A cast was made of a tire impression found at the point where a stolen safe was loaded into an automobile. The right rear tire of the suspect car was compared with the cast by the FBI Laboratory.

Examination revealed that the tire impression was produced by this tire. This identification, along with other scientific evidence, resulted in the conviction of the car owner who received a 5- to 10-year sentence.



SHOE COMPARISON. On the night of July 28, 1950, Sheriff Roy Conway, of Pike County, Ky., received a call summoning him to his office. As Conway left his home he was ambushed and killed by a rifle shot. Subsequent investigation by the Kentucky State Police revealed a fragmentary shoe impression (above) close to the point from which the shot had been fired.

The FBI Laboratory compared the cast with the shoes of two suspects. The examination disclosed that the heel on the right shoe (above) of one suspect was similar in all respects to the cast impression. The Laboratory expert was a principal witness at the trial which resulted in convictions and sentences of life imprisonment for both subjects.

IDENTIFICATION

Identification Notices Posted in FBI Files

Posting Section

The "posting" or placing of wanted and cancellation notices is handled in the Posting Section of the FBI's Identification Division. This section also handles missing person notices, *FBI Law Enforcement Bulletin* inserts, flash notices, disposition reports, and death reports.

Wanted Notices

This section is charged with the duty of handling wanted notices and cancellation notices received from law-enforcement officials. Upon receipt of a wanted notice (Form I-12), records of the Identification Division are searched for all available information concerning the subject named in the notice.

It may be possible to make a positive identification in the Identification Division files on the basis of (1) fingerprints submitted by the interested law-enforcement agency, (2) name and FBI number; or (3) name and registry number appearing on a fingerprint record previously submitted concerning the wanted person.

If a positive identification can be effected, and if the records do not reflect that the individual is in custody, a wanted notice is posted on an 8-inch by 8-inch wanted notice card which is filed in the folder containing the subject's complete fingerprint record. Such a notice reflects the name of the subject, the charges for which he is wanted, and the authorities to be notified. The master fingerprint card and the index card are stamped "Wanted" and small red metal tabs are attached. (The master card and index card are described in the articles "Separate Identification Files of the FBI" and "Processing Requests for FBI Identification Data," which appeared in the November 1950 and January 1951 issues of the *FBI Law Enforcement Bulletin*.) The red tabs serve as a "flag" for special handling throughout the Identification Division when subsequent fingerprints of the subject are received.

In connection with a wanted notice, there is also prepared an additional 3- by 5-inch card which is placed in a "fugitive file." This card bears the name of the wanted person and pertinent identifying data, and is filed alphabetically by name of subject. Maintenance of this separate index permits a quick, preliminary name check to determine if a particular individual is wanted. When a contributor notifies the FBI that a particular wanted notice is no longer desired, an appropriate cancellation notice is posted in the records and the card is removed from this active wanted file.

Missing Person Notices

The Posting Section prepares and maintains file notices regarding individuals whose location is desired by relatives. Although the FBI has no jurisdiction to conduct active investigations in missing person cases, missing person notices are placed in file on behalf of interested relatives inquiring either directly or through local law-enforcement agencies. If a fingerprint record for the missing person can be identified through an FBI number or a registry number, a notice is posted in that record. If the information set forth in the inquiry is insufficient to identify posi-



A view of the Posting Section of the FBI Identification Division.

tively a fingerprint record with the missing person, a notice will be posted in the fingerprint record of the individual whose description is considered possibly identical with the missing person. In cases where no record can be located which is either positively or possibly identical a missing persons notice is placed in the indices of the Card Index Section. This index card also contains the descriptive data furnished by the interested relative.

Missing-person notices are maintained in the files of the FBI Identification Division until information is received which indicates the probable whereabouts of the missing person. At this point the next of kin is notified directly, or the information is furnished to the agency through which the inquiry was received. Missing-person notices are of course removed from the files when interested relatives or agencies indicate that the notices are no longer desired.

Whenever possible, a request for the posting of a missing-person notice should include information as to the date and place of the missing person's birth. This information is most important in effecting a possible identification, where other specific descriptive data is lacking.

If a person has been missing for a period of more than 7 years, no notice is placed in the file unless some information of a more recent nature relating to the individual is located during the initial search of the Identification Division files.

No notices are posted in cases arising out of marital difficulties except in hardship cases where minor children are involved. Notices are not posted concerning missing persons having a lengthy history of criminal activity, nor under circumstances indicating that the missing person was involved in criminal activity in connection with his disappearance.

FBI Law Enforcement Bulletin Insert

The wanted notices and missing-person notices published in the insert to the *FBI Law Enforcement Bulletin* are prepared in the Posting Section. Publication is made upon request or it is done without specific request when notices of either kind, meeting necessary requirements, have been posted in the files. While an effort is made to publish as many of these notices as possible, some cannot be included in the *Law Enforcement Bulletin* insert because of space and budgetary limitations.

Notices are published concerning fugitives



Preparation of FBI Law Enforcement Bulletin insert.

wanted for the majority of felonies, except forgery, embezzlement, and forms of larceny by trick. The fugitive may be wanted either for prosecution for a crime, or for escape after imposition of a sentence of at least a year. Parole or probation violations are not published.

Missing-person notices which are to be published in the insert to the *FBI Law Enforcement Bulletin* are necessarily based on complete descriptive data and a clear, recent photograph. Such notices are not posted or published when they involve the voluntary disappearance of an adult, unless an amnesia condition is known or is strongly suspected.

Flash Notices

Flash notices are received from FBI Field Divisions, United States probation officers, probation officers of the various States, and from the Immigration and Naturalization Service. Notices are submitted in cases in which the subject has been placed on probation, paroled or conditionally released. Immigration authorities contributing flash notices desire to be notified in case persons deported return to the United States after deportation. Following the posting of the flash notices, when identifications are effected on the basis of fingerprint arrest records received, the interested officials are forwarded copies of the fingerprint records relating to the subjects of the notices. This procedure is followed until such time as the flash notices have been canceled or periods of probation have expired. FBI numbers and registry numbers should be included when requests are made that flash notices be posted.

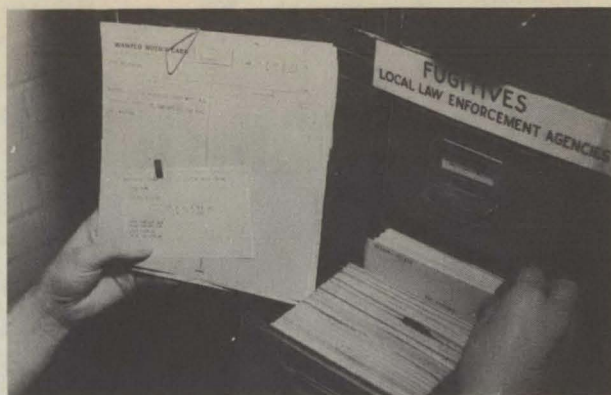
Disposition Reports

Disposition reports (Form R-84) received from contributors of fingerprint records are processed in the Posting Section. These reports set forth dispositions of charges previously stated on fingerprint records submitted. The information contained in these reports is carefully examined in the Posting Section, and if identified with a particular record, the necessary information is entered in it.

Law-enforcement agencies can materially assist the FBI Identification Division by indicating their own registry number and the FBI number of the subject of a disposition report, when such information is available. Particularly in cases of common names, if FBI numbers are not available, it is useful to list the fingerprint classification of the subject if known.

Death Reports

Death reports (Form R-88) are also processed



Searching index card and wanted notice card through fugitive file.

in the Posting Section. These death notices, of course, relate only to individuals whose fingerprints are in the identification files of the FBI. The information contained in such notices is entered in the records.

The FBI number of a deceased person should be listed on this form when it is available.

Identification Effected

The body of an unidentified white male was recovered from Baltimore Harbor on September 7, 1950. An attempt was made to fingerprint the deceased and these fingerprints were forwarded to the Identification Division of the FBI. An examination, however, revealed that absolutely no characteristic details were present and the fingerprints were returned to the Chief Medical Examiner of the State of Maryland. This official was advised that if he desired to forward the hands of the unknown deceased to the FBI Identification Division, an effort would be made to effect identification.

The hands of the deceased were received in the FBI on September 16, 1950. The fingers of the right hand were very hard and black. That hand, apparently had been badly burned. The fingers of the left hand were extremely soft and had decomposed to an advanced degree.

Through visual examination of what remained

of the ridge formation on the fingers, the Examiner arrived at an approximate fingerprint classification. He next prepared photographs of the skin on the left index finger which revealed the best ridge detail. On the basis of the approximate fingerprint classification and the seven characteristic details remaining on the left index finger, the Examiner conducted a search and identified the unknown. The deceased was an individual from Oslo, Norway, who had been fingerprinted on several occasions as an alien seaman.

The fact that the search was necessarily based on only seven characteristic points in the left index finger rendered it extremely difficult, yet an identification was effected. This instance again points up the possibility that an identification may be achieved from the fingers themselves in those cases in which attempts to secure legible fingerprints are unsuccessful.

Charged with Murder

The January 1951, issue of the *FBI Law Enforcement Bulletin* carried an item entitled "Railroad Patrolman Murdered," as an aid in ascertaining the identity of the unknown person or persons who murdered Illinois Central Railroad Patrolman

Jess (Jesse) Anderson on September 11, 1950, at Louisville, Ky. The murdered man's missing revolver was located and traced to an individual who has since been charged with the murder and taken into custody.



FEATURE ARTICLE

Federal Laws

Curb Modern

Cattle Rustlers

The cattle rustler of the old West has not disappeared. He has simply disposed of his six-gun, traded his horse for a truck, and broadened his field of operations.

Adopting new methods and procedures and adapting them to old-fashioned cattle stealing, the rustler of a decade ago was in an excellent position to take advantage of rapid highway and rail transportation to distant markets. The safety of out-of-State sales also held considerable appeal.

Passage of the Federal Statute

But the very elements which made cattle theft a relatively simple matter in the recent past were in great part responsible for the enactment of a Federal statute prohibiting the interstate transportation of stolen cattle. This act approved by the President on August 18, 1941, made it possible for the Federal Government to be of assistance to local authorities in many instances. It makes the interstate transportation of stolen cattle a Federal crime.

Under the terms of the act, cattle is defined as one or more bulls, steers, oxen, cows, heifers or calves, or carcasses thereof.

The act provides a maximum penalty of a \$5,000 fine or 5 years' imprisonment, or both. In many ways it follows the pattern of the Federal statute prohibiting the interstate transportation of stolen motor vehicles.

The Interstate Transportation of Stolen Cattle Act does more than cover the activities of the rustler. It provides that whoever receives, conceals, stores, barter, buys, sells, or disposes of cattle moving in interstate or foreign commerce, knowing the same to be stolen, is subject to the same penalty.

Investigative Problems

The nighttime "highway rustlers" present a particular problem. In one case of this type in which the FBI had jurisdiction, rustlers utilized two

large trucks which they operated along the highways at night. Hunting cattle grazing along the shoulders of the road, the thieves would load the animals into a vehicle and take them away to be sold at auction or to be disposed of in other fashion. When stock is stolen in one State and transported into another, thus violating the Federal Statute, responsibility for investigating the case is placed on the FBI.

One factor which complicates investigations of thefts from the road, is the fact that usually only one head of cattle is stolen from any one owner. Very often the victim concludes that the animal has merely strayed away and therefore considerable time elapses before the report of the theft is brought to the attention of the proper authorities.

Promptness in reporting possible violations is of inestimable value in conducting successful investigations of cattle-theft cases.

"On-the-Line" Case

An unusual case investigated by the FBI involved a ranch hand, rodeo performer and cattle dealer, who had been sentenced to a 10-year term for army desertion, and had escaped from the Disciplinary Barracks at Fort Leavenworth, Kans. Under a fictitious name he was able to secure employment in a Kansas City stockyard where he developed what appeared to be a fairly effective means of augmenting his income. He simply removed cattle from the pens of one commission company to those of another, all within the yards. He sold the stolen cattle to the second company on the basis of a "drive-in-ticket" he had prepared to "verify" his ownership.

The stockyards in which the escapee was working his system, happened to be on the State line which separates Kansas from Missouri. In moving the stolen cattle from one pen to the other, the man had to drive them from the Missouri side to the Kansas side and then back to the Missouri side where the other pens were located. This, of course,

was in violation of the cattle theft act, and when the thefts were discovered, stockyard officials notified the FBI. By this time, the man had left the yards. The FBI promptly began the task of seeking his true identity and his whereabouts.

Agents checked at places where the thief had attempted to cash the checks given him in return for the stolen cattle. They traced him to Everton, Ark., where he was located and apprehended. A large portion of the money he had received for the sale of the stolen animals was recovered.

The cattle thief entered a plea of guilty in the United States District Court at Kansas City, Mo., and was sentenced to 5 years' imprisonment.

Related Problems

During periods of shortages or meat rationing, cattle thefts are prone to increase, with the stolen animals being channeled into the black market.

Cattle are sometimes slaughtered and butchered at the spot where they are stolen. If, as indicated, the carcass is transported interstate, the theft is a violation of the act and it falls within the investigative jurisdiction of the FBI.

Violations of the act are brought to the attention of the FBI in various ways. Very often

brand inspectors detect such violations and report them to the Federal Bureau of Investigation. Local authorities report violations when it is learned that interstate transportation is involved.

The Interstate Transportation of Stolen Cattle Act does not change the responsibilities of local authorities in cattle thefts. It permits the Federal Government to assist them in combating the problem. The cooperative, scientific approach to the modern-day cattle theft investigation is designed to cope with the modern-day methods employed by the thieves.

Prompt Reporting

Speed in reporting violations of cattle thefts is most important. Quick action must be taken if, through immediate butchering and rapid transportation, the stolen animal is not to be lost as evidence. Failure to report thefts promptly minimizes the chances of concluding the investigation successfully.

With coordination among cattle owners, brand inspectors, cattlemen's associations, and stockyard officials, and the cooperative assistance of local and FBI authorities, today's rustler can be brought swiftly to justice.

Victim of Beating Identified

The brutally beaten body of a man was found in a shallow ditch east of Chickasha, Okla., on Saturday, November 11, 1950. The unknown dead man's ribs were torn loose and his chest was caved in. The body showed signs of considerable bleeding but no blood was found near the spot where the body was located. It was believed that the man had been dropped from an automobile.

The fingerprints of the dead man were forwarded to the FBI by the sheriff's office, Chickasha, Okla. Authorities, meanwhile, attempted to identify the body locally.

A check of the FBI files revealed the identity of the dead man and disclosed 47 fingerprint cards, most of them in connection with arrests for intoxication and disorderly conduct. The arrest records were from Washington, D. C., and the States of Indiana, Texas, Illinois, Pennsylvania, North Carolina, Maryland, Washington, Nevada, California, and Delaware. Prior to identification through fingerprints, close relatives of the dead man were unable to make an identification of the body. Definite identification enabled local authorities to proceed with the investigation.

Body Identified

The Detroit, Mich., Police Department forwarded to the FBI the fingerprints of an unknown deceased found in an alley in Detroit on October 15, 1950.

The fingerprints were searched through the files

of the Identification Division and found to correspond to those of a man who had been fingerprinted as an alien. There were no additional fingerprint cards in his file.



CRIME PREVENTION

The Man

Behind

*the Desk*¹

Juvenile Traffic Offender

The rangy 16-year-old wore red and green stripe socks, jeans with 8-inch turned-up cuffs and a dead-pan look of defiance.

His father, sitting next to him in front of the big walnut desk, had dirt under his fingernails and looked old and tired. Both watched the man behind the desk. The man studied a typewritten sheet on which was clipped a traffic ticket.

"Alex, you are really out of line this time," the man said, looking up. "Fifty-five in a 25-mile zone."

The boy ran nervous fingers through his hair.

"Suppose you crack up at that speed," the man said. "Suppose you kill someone. What then?"

"Dad's got insurance," the boy said, defensively.

"Sure, 10 or \$20,000 coverage. But people don't always sue for 10 or 20 nowadays. They may ask for \$50,000 or \$100,000. When your father signs your driver's license he's responsible for your actions on the highway. You know that, don't you?"

The boy nodded without looking up.

"Well, Alex, that means if you drive like this and get in a jam the suit will be brought against your father, not you. Your father could lose his home, his business, his stock—all he owns—the works. You didn't know that, did you?"

The boy shook his head and his face lost its dead-pan look. The father said, "He's got to take it easy. I keep telling him. Now he's got to watch out."

"Up to now you've got a pretty good record, Alex," the man went on. "But this 55 miles an hour in a 25-mile zone stuff has to stop. Your father is put out on a limb when you do that. And he's the one I have to protect. Do you understand that? Alex, I think you should lose your license for 30 days."

He turned to the father. "Is that all right by you, sir?"

"Sure is. He's got to learn sometime."

"Do you think that's fair, Alex?"

The boy nodded and looked up at the man behind the desk. He didn't seem defiant then. He was only a chastened kid who figured he had better watch his step, or else.

Juvenile Traffic Division

That's the informal, let's-talk-it-over way the Juvenile Traffic Division of the California Highway Patrol goes about its sole task of settling misdemeanor traffic offenses in Los Angeles. The walnut desk dominates a room on the second floor of the Highway Patrol Building, 3500 South Hope Street. The man behind the desk in the gray business suit is 45-year-old Sgt. Charles H. Painter.

Growth of Division

Four years ago Chief Charles H. Painter, Navy Shore Patrolman, came back to his former highway patrol duties at the close of World War II. He was greeted with the Juvenile Traffic Division assignment and with words of "condolence and commiseration" from his friends.

The division was no great shakes in those days, set up as it was with little precedent and legal sanction. But since 1946, with the direct support of the courts, and approval of auto clubs, the Board of Education, the PTA, and the Los Angeles Chapter of the National Safety Council, the Juvenile Traffic Division has grown by proverbial leaps and bounds.

In 1949, 4,439 juvenile traffic cases passed before the walnut desk. In 1950, 4,484 cases of such traffic violations, were handled at 3500 South Hope Street on Wednesdays, Thursdays, Fridays, and Saturdays of each week.

Prior Records Studied

During the past 4 years Sergeant Painter has

¹ Submitted for publication by Clifford E. Peterson, Commissioner, California Highway Patrol.

developed a formula to meet the expanding demands on his office. His method depends on quick reference to a juvenile index, a permanent file on juvenile misadventures and one which keeps him informed concerning individual breaches of the law. As Alex or Tony or Hal comes up before the walnut desk, the man behind the desk checks the boy's past record. With parental approval, decisions are rendered on the basis of "willful violations" of the law noted on the record. In cases of current probation, the sergeant refers the matter to the boy's probation officer for consideration.

"You have to build up credit," Sergeant Painter tells the teenagers, "as you do in a bank. If you have a series of black marks alongside your name, and particularly if those marks are accumulated in the past few months, you just don't have credit. Some day you will need that good credit. We're all subject to mistakes and mishaps sometime, and if that time ever comes you're going to be in need of a clean slate."

Realistic Approach

With teenagers who are working for a living, the sergeant is likely to temper justice with economic mercy—at least to this extent: if the boy has to drive his car to and from work, Sergeant Painter usually restricts his license, permitting him to drive between the hours of 7 a. m. and 7 p. m. Over weekends and at night, the license is suspended. No dates, no joy rides with others in his car. The sergeant makes the point that serious consequences will result if the boy is caught driving during the restricted periods. Needless to say, that point hits home.

If the offender is a youngster with wild oats to sow, and a record blotted with law infractions and delinquencies, then the sergeant can be very stern.

"Frankly, Bob, your record is bad. This is where you and I tangle. Here's a reckless driving ticket on top of past assault and battery and drunk in auto charges and a whole list of willful violations. You're in danger of having your license revoked.

"Know what that means? At your age, 17, that's just about equal to social ostracism. Imagine having to ask your father here to take you and your girl out to a dance. Your friends will fill in for you for a time, but not for long. No one likes a tag-along. You'll be a dead duck socially."

And for the lad who turned a corner on two wheels and broadsided a car stopped for a red



Sgt. Charles H. Painter conducts a juvenile traffic court hearing. Officer C. T. Warrell, standing.

light, "Why, fellow, you did the same thing as if you took your father's pocketbook and threw it out the window. That's not very smart."

"It's a funny thing," Sergeant Painter observes, "how these 16-year-olds are tops when they drive their parents. But put them alone in a car and they speed up, add another friend and the speedometer needle jumps up higher. Add two more and they're out to set impromptu speed records. The greater the number of kids in a car the faster the teenager drives. Always happens that way."

Legal Status of Division

The Juvenile Traffic Division cuts red tape between city, county, and State in an effort to control and curb teenage drivers. This is by common agreement. But according to the letter of the law the division is operating on an ex-officio basis. An opinion rendered by the State attorney general's office in 1947 admitted the division was operating under no specific statutes, but added that neither is it denied its status under existing laws.

It has been ruled that in withholding juvenile driver licenses, Sergeant Painter is well within the law, for he acts with the consent and on the request of the parents. As he consistently points out to the offending minor, "A juvenile has no driving rights other than those granted by his parents. Remember that." The parents are the last to argue the point of Sergeant Painter's jurisdiction. Otherwise, the case would be heard in juvenile court.

In one sense, the Juvenile Traffic Division functions as a clearinghouse for the juvenile court. Dealing as it does solely with misdemeanor traffic cases, the department relieves the weary judge of

an overburdened calendar. And he's the first to applaud Sergeant Painter's work, for the man behind the desk puts into effect the judge's policies.

Transfer System Considered

Sergeant Painter is currently expanding a system of intercounty transfers of juvenile traffic citations. If a Los Angeles lad is tagged with a ticket in, say, Santa Barbara, the law specifies he has to appear in Santa Barbara at a later date with his parents. This imposes an undue hardship on the parents. Accordingly an informal arrangement by mail has been effected with the Santa Barbara juvenile judge to allow the boy to appear before Sergeant Painter's walnut desk. This practical transfer system is now working with the cooperation of police departments and sheriff's offices throughout southern California. It is the hope of the sergeant that the system will expand to include the entire State.

Sergeant Painter interrupted his routine in April of last year when he journeyed to Washington, D. C., for the forty-fourth session of the FBI National Academy. He constantly refers to the copious notes he took during the 3-month session and speaks highly of FBI techniques and instruction which he encountered there.

Education, Sergeant Painter says, is the key to the whole juvenile traffic situation. Education presented with logic.

"They'll listen to reason if you'll illustrate the point for them," he insists. "We're here to break up the chain-reaction type of teen-age traffic offender. When we sell them on the idea that it's their father's neck they're sticking out, not their own, we've won the battle. The parents always back us up. No trouble there.

"I ought to know," the man behind the desk chuckles, "I have five kids myself."



Va. Authorities Seek Identity of Unknown Child

On March 5, 1951, the body of a small blond boy, approximately 5 years of age, was found about 15 feet off Route 670 near Route 250 in Goochland County, Va. Only a small portion of the top of the child's head protruded from a blue denim bag. The child had been dead approximately a week.

The body was that of a white male described as between 4 and 6 years of age, 41 inches tall and weighing between 50 and 55 pounds. He had reddish blond hair, a fair complexion, a full set of teeth and the eyes probably were blue. The child had not been circumcised.

The bag in which the body was found was a United States Army type barracks duffel bag of blue denim with a white cord. It was 23¾ inches deep and 26 inches wide. The letter and number "R 9700" were printed inside the bag at the bottom. This may be an identification number, but the possibility exists that it may be a laundry mark.

A woman's grey finish raincoat, treated by the "Zelan" method, also was in the bag. This coat was badly worn in places, particularly the edges

of the cuffs. It was of medium size and would have fitted a woman about 5 feet 6 inches tall who weighed 125 to 135 pounds.

The body was badly decomposed. Cause of death remains undetermined. No signs of violence have as yet been developed.

The unknown child's fingerprint classification is as follows:

5	13	A	17.
	17	A	

The fingerprints, palm prints, and footprints are on file in the FBI Identification Division.

The clothing on the body was as follows:

Sweater—coat style with red and pink block checks and brown sleeves and waistband. The label in the neck of the sweater read "Checkers, size 4, J. C. Penney Company." The sweater bore a pocket on each side of the front. The bottom button did not match the remaining brown buttons.

Socks—red, white, and blue stripe, elastic-top cotton anklets, size 9-10.

Shoes—none, but would wear size 7-8.

(Continued on page 24)



FEATURE ARTICLE

We hear many versions of the relation between police and the public—referred to as public relations—and the subject is often confusing. One thing is certain—the day a police officer takes his oath of office, he becomes a public relations officer.

When I first became engaged in law enforcement nearly 40 years ago, there was little knowledge of, or discussion about, public relations. The subject did not receive proper consideration. Its importance was not realized.

Good public relations are vitally necessary to assure effective law enforcement. Proper and efficient administration within the department itself is impeded or rendered nonexistent without it.

The question of the manner in which good public relations can be developed arises. How can we better relations not only with the public, but among police officers, as well? Both aspects are of paramount importance.

Personnel Administration

One of the most important single factors in developing good public relations lies in the maintenance of a police department which commands respect. Such a department has at its head a man of integrity, sobriety, conscientiousness, and upright character—a man whose conduct has earned him the respect of all the citizenry. The personnel of such a department must be mentally and physically adapted to the discharge of the duties assigned to them. Care must be taken, therefore, in the selection of personnel. It follows that responsibility for appointing persons who will perform their duties in a manner which will bring credit to their organization devolves squarely on the man in authority.

An adequate educational and training program to acquaint the personnel with their duties and to train them in the enforcement and administration of the law, is a basic requirement for the efficient agency. Any program of this type should, of course, stress public relations. Many police officers stimulate good public relations without

Public Relations in Law Enforcement

by JOHN F. MURRAY, *Chief of Police,
Perth Amboy, N. J.*¹

knowing it; others, through lack of knowledge, hamper their development. Both types need to be educated to a recognition of what constitutes good public relations, not only to arouse interest in their work, but also to promote efficiency. A police officer whose relations with the citizens are good is almost invariably a good officer. When such relations are not good, incentive evaporates and efficiency declines.

Let us face the facts as to why poor public relations in connection with law-enforcement agencies exist in many communities. Are we not many times a contributing factor? If so, we must educate ourselves in order that we are not among the offenders.

Any man who becomes a police officer is not compelled to take the position. He knows the working conditions, the salary, and the hours involved. Presumably he has a desire to serve his country, his State, and his community. He is a public-spirited citizen who believes he can best serve as a member of the police department. His high ideals, however, may not remain with him as long as they should. He may observe a brother officer with better hours of duty or more agreeable



Chief John F. Murray.

¹Chairman, Committee on Public Relations, International Association of Chiefs of Police.

assignments. He becomes dissatisfied. This manifests itself in criticism of his more fortunate associates—whether justifiable or not. The criticism may be aimed at the superior officer responsible for the assignments, the commissioner of police, or perhaps the mayor of the town. Everyone, in fact, becomes a target of this character assassin whose judgment becomes warped through dissatisfaction or petty jealousy. Such a man is a menace. He destroys cooperation among brother officers and may well disrupt an entire department. Such a man must be taught the error of his ways or be eliminated for the good of the department. There can be no respect for the department unless the members thereof respect each other.

Attitude

The police officer's attitude in the administration and enforcement of the law is a determinative factor in developing sound public relations. His demeanor toward violators is especially important. He can be belligerent, loud, and rude, or he can be calm, courteous, and polite. In either case, the law is enforced but the final results are not the same. The first-mentioned attitude invites resentment and disrespect for the law and law enforcement; the second commands respect and stimulates cooperation on the part of the public.

Politeness can be compared to air in a tire. The latter costs nothing, but certainly a car runs more smoothly because of it. So it is in law enforcement. Politeness promotes effectiveness, assures efficiency, stimulates cooperation between the officer and citizen, and builds essential good will.

Helpfulness, especially when assistance is not requested, is a sound cornerstone of good public relations. Many times an officer simply fails to see an opportunity to be of service—the small child crossing the street, or the aged or infirm in need of assistance. The officer who notices and takes advantage of opportunities to be of service wins the respect and admiration of bystanders, especially when such service is rendered before the citizen must request assistance. The officer who anticipates the needs of the citizen and acts accordingly, is helping his department render the type of service which pays dividends for the public and police alike.

In connection with the subject of helpfulness, the attitude of the officer when aid is requested is of utmost importance. The officer's reaction to a call for assistance in locating a lost or missing child, for instance, can do much to advance or

retard good will on the part of the public toward your department. Are you apathetic or indifferent, or do you display interest and answer your call promptly? Such calls may be received frequently, and be considered more or less routine—but not to the person affected.

Very probably it is the first time the citizen has had an occasion to call on the police department and he will be quite upset. You, the officer, are called as a last resort and the person not only wants help, but he also wants assurance that such assistance will be received immediately. The parent, close to hysteria, perhaps, may find it difficult to think rationally, and prompt dispatch of an officer to the home will do much to reassure the parent. Needless to say, promptness in answering calls goes a long way toward winning friends for your department. Delay or callousness by a single officer in handling a request will build up resentment against the department as a whole.

It is unfortunate, but true, that years ago a policeman was given a badge, a nightstick, and a gun with the remark: "There you are. You are now a cop. You are on your own." Times have changed. People have changed. The public is more cognizant of the law and of law enforcement. You are no longer a "cop." You are an officer of the law, a member of an honored and important profession. It is most important that you consider your work in that perspective and keep it so.

Although I have been critical of the police, I could just as easily and accurately be critical of other professions. It is not, however, a criticism of the profession but of the members. The various members of other professions are human and have their individual weaknesses. But they are not as vulnerable as the police. They are not as good a target, nor as easy a target to hit. Law enforcement can be made less vulnerable and, to a degree, be removed from the target area. This can be accomplished through educating both the police and the public. Public education efforts should be directed to: The individual, the press, the courts, and the entertainment field of radio and television.

The Individual

The individual citizen must be shown the difficulties and problems of law enforcement. As an illustration, let us take the case of a person attempting to intercede for a friend charged with

a crime. Being unsuccessful in the effort, he may be prone to charge the arresting officer with attempting to "build a record." Repetition of this story to enough people would reflect unfavorably upon the officer, and as a natural consequence, upon his department. It is worth-while, therefore, to explain to this well-meaning citizen how his intercession is unjustified and that his resentment is unwarranted. Expenditure of the time and effort necessary to do this results in good public relations. Problems encountered by the police, including the obligation to safeguard the rights and privileges of those arrested, should be the concern of every member of the community. The police department, with expenditure of necessary time and effort, is in a position to create public awareness of these problems.

The Press

Newspapers are a time-honored medium for the dissemination of news. The conscientious officer welcomes fair and impartial reporting of law-enforcement matters, for he recognizes that newspapermen have the same obligation as the officer to obtain and report facts in an objective and impartial manner.

As officers of the law we share with members of the Fourth Estate the duty of exhausting all available sources of information in order to secure the complete facts in matters of public interest. With that mutual objective in mind, a police department must insure that its activities are brought to the attention of the newspaper profession in the frankest and most cooperative manner possible. By this means newspapers are in a position to present with fairness and accuracy the manner in which the department is discharging its responsibilities.

Officers must constantly keep in mind the realization that their positions of trust are subject to the closest public scrutiny, and rightly so. In those unfortunate and isolated instances in which a question is raised as to inefficiency or misconduct of an officer, the department involved has the right to expect strictly accurate and objective reporting of the situation, in order that no undue inferences will result to the unwarranted damage of the department. The great majority of the members of the press are intensely interested in accuracy and fair play, and are quick to apply these principles on all occasions. The head of a police department, therefore, has the obligation of insuring that its activities are intelligently and

accurately presented to those whose duty it is to bring them to the attention of the community.

The Courts

Courts at times have offered criticism of the police. In some instances, unfortunately, the police side of the story has not always been thoroughly presented by or on behalf of the officers directly concerned. When one arm of the law is distrustful of another, our system of jurisprudence is as a house divided, and disaster is invited. Mutual respect can never be achieved through dissension. The courts and the police are each vitally interested in effective administration and enforcement of the law. To accomplish this, each must merit the respect of the other in their respective determination to see justice done fairly and impartially.

Entertainment Media

The cooperation and assistance of the entertainment world provides a valuable means of instilling reliance upon the police by familiarizing the community with law-enforcement problems and objectives.

Radio and television presentations sometimes characterize the fictional police officer as an inept investigator who overlooks evidence and who complicates rather than achieves the solution of crimes. The impression left with the audience is not flattering, and the officer becomes the "dumb cop." Of course, the typical policeman is not "dumb." He is more than the combination of a strong back and a weak mind, as some are prone to portray him. The truly diligent and conscientious public service which the typical law-enforcement officer seeks to perform deserves presentation in that light, as long as he merits it.

Conclusion

Present unsettled world conditions make it essential that the people have complete respect for law enforcement. Our professional conduct will speak for itself. The degree to which we discharge our responsibilities will determine the extent to which our efforts merit public approval.

Good public relations at all levels can prevent as well as correct many of the difficulties encountered by the law-enforcement profession. Public relations are not to be considered as the trimming or decoration of efficient administration and enforcement. Good public relations are the solid foundation upon which the far-sighted police administrator builds his department.

Miscellaneous

WANTED BY THE FBI



**HARRY H. BURTON, with alias,
Harry Halliburton**

Unlawful Flight to Avoid Prosecution (Murder)

The wealthy owner of a liquor store in the Central Avenue district of Los Angeles reportedly carried \$20,000 in cash on his person at all times. He was reputed to keep additional large sums in his home. Possibly rumors regarding the alleged money cache spread. At any rate, while the liquor store proprietor was in the East attending the 1947 World Series, the forced entry of his Los Angeles home was climaxed by a murder. Harry Burton is sought in connection with that murder.

At 11:10 on the morning of October 1, 1947, the wife of the liquor-store owner was serving breakfast to three friends. The woman left her guests to answer the doorbell. A man dressed in a messenger's uniform handed her a package addressed to her husband. As he held out a receipt to be signed, the woman noted that his face was coated with what appeared to be pancake makeup. Before she could sign the receipt, the messenger whipped out a .32-caliber automatic and ordered her to step back into the house.

The intruder was visibly startled when he heard a noise from the rear of the house and realized others were present. He made the frightened woman back slowly into the kitchen where she and

her friends were forced to lie flat on the floor. As they lay on the floor, the victims heard persons moving through the various rooms apparently searching the entire house.

The messenger, however, remained in the kitchen with his gun trained on the four prone figures. He ordered them to lie perfectly still and not look around. Robert Crane, one of the victims, grew uncomfortable and started to shift his position. He turned his head slightly. Simultaneously, the intruder fired directly into the man's head.

Crane gasped, "He shot me!" and died almost instantly.

Immediate confusion ensued. The killer yelled to his invisible cohorts, "C'mon, let's get out of here!" and the bandits fled empty-handed save for the dead man's coat.

Investigation

In their haste they left the package which had been the pretext for entering. It was this oversight which proved to be the one vital clue which ultimately identified the murderer.

Laboratory technicians of the Los Angeles Police Department examined the parcel and identified the handwriting which appeared in the address on the front side of the package as that of one Harry Burton, a well-known criminal with a record for burglary in the Los Angeles area. Latent fingerprints were developed on the outside of the parcel and were found to match those of Burton. In addition, a sticker on one of the old newspapers which examiners found stuffed inside bore the name and address of Burton's father.

On October 6, 1947, a complaint was filed by the Los Angeles Police Department charging Harry Burton with the murder of Robert Crane. The immediate investigation which followed failed to produce any leads as to Burton's whereabouts. He was the only person identified as being involved in the case.

It was several months later that the Los Angeles authorities received information that the wanted man was seen in Las Vegas, Nev., shortly after the crime occurred. The FBI was notified and was requested to aid in the search for the fugitive killer.

On March 1, 1949, a Federal complaint was filed at Los Angeles charging Harry Burton with violating section 408e, Title 18, U. S. Code, in that he fled from the State of California to avoid prosecution for the crime of murder.

The liquor store owner's wife was reinterviewed and shown a photograph of Harry Burton. She stated that his appearance was identical with that of the messenger who had shot Robert Crane. Burton was the only one of the intruders whom she, or any of the other witnesses, had seen. Further questioning revealed that 3 weeks before the murder three men had come to the house and stated that they were from the water company. They were allowed to come in and inspect the water pipes throughout the house. Since no complaint had been reported to the company to warrant such a call, it was obvious that the trio used the pretext to "case" the house in preparation for the robbery.

Burton's Background

Other leads were uncovered which indicated that Burton had been involved in crooked dealings before the murder. In August 1947, a brewer in Los Angeles was visited at his office by a man who identified himself as Harry Burton. The latter stated at that time that he had some information he would sell for \$5,000. This offer was rejected and Burton was asked to leave the premises. The man then began talking. He insisted that he had been hired to do away with the brewer. To support this statement, Burton drew a complete floor plan of the intended victim's home, including the exact location of three safes hidden in the walls. After relaying this information, Burton refused to say more and promptly left the office.

When questioned about Burton's description, the brewer told agents that his visitor had noticeable burn scars on his face.

Approximately 6 weeks after the above incident the threatened brewer returned home late one evening to be met at the door by a group of men wearing partial masks and brandishing guns. Inside the house he found two other masked men harassing his wife who was tied to a chair. One of the men repeatedly struck her face as he demanded to know where "the rest of the money and jewels were hidden." A large amount of money and a number of diamonds had already been removed from the wall safes by the bandits. Nine hundred dollars was then taken from the brewer's person and he was left blindfolded and

bound. His wife, unable to withstand the blows, told her assailants where her other jewels and a diamond studded wrist watch were kept. The masked men obtained these and left. One of them was described by the brewer's wife as having a scarred face.

Burton is known to have been in Las Vegas, Nev., as late as August of 1948. Since that time his whereabouts has been unknown.

The fugitive's early background is obscure. He is believed to have been born in Clinton, Ky., on December 14, 1902. His name was originally Harry Halliburton, but the family shortened it to Burton. When still a young boy, Harry moved with his parents to Jonesboro, Ark. Little is known about his childhood or early teens. He supposedly attended college for 2 years, and at 19 committed his first crime. On January 15, 1921, he was arrested at Memphis, Tenn., on a forgery charge and was released after making restitution.

In 1922, Burton located in Detroit where he allegedly met a man whom he had known in Memphis. The man extended a helping hand to young Burton, but the latter was unimpressed with the gesture of kindness. He promptly forged the man's name to a Western Union draft for \$50, passed the draft on a local jewelry company and purchased a \$40 watch. He was arrested in Windsor, Ontario, in April 1922, for this offense and was returned to the Detroit authorities. In an attempt to explain his actions he stated that on January 15, 1922, he married the daughter of a prominent attorney and needed the money to finance his honeymoon. His false alibi fell on deaf ears and on May 12, 1922, Burton was sentenced to serve 1 to 14 years in the house of correction at Detroit.

After serving over a year of his sentence young Burton was paroled on October 4, 1923. The following June he was picked up in Jonesboro, Ark., and returned to Michigan as a parole violator. After serving additional time he was discharged on August 21, 1925.

Within a few months he was in trouble again. On January 25, 1926, Burton was sentenced to 5 years on a charge of robbery with firearms in El Paso, Tex., and was committed to the State penitentiary at Huntsville on April 29 of that year. Two years later, on June 6, 1928, he made a successful prison break and was at large until May 10, 1931, when he was picked up by the sheriff's office of Los Angeles County on charges of robbery and escape. He was turned over to Folsom State

Prison authorities on August 21, 1931, for first degree robbery. Sentence was fixed at 12 years on April 20, 1934.

During the next 3 years Burton was confined in the California prison and on November 21, 1937, he was turned over to the custody of the Texas authorities to complete his unfinished sentence. He was finally discharged from the institution at Huntsville, Tex., on May 21, 1939.

After his release Burton went to work and managed to keep his record clear. He married and settled in California where he held various jobs. He worked for an oil company, sold used cars, and during the war worked as a welder.

Harry Burton is generally conceded to be a "charmer." He likes people, and his smooth, ingratiating personality enables him to mix well. One acquaintance is quoted as saying that Harry "can talk to anybody, any place, any time about anything. When Harry deals with someone, it is Harry who has the experience and the other person the money. In a short time it is Harry who has the money and the other person the experience."

Characterized as a man with a millionaire's taste and a pauper's pocketbook, Burton is a heavy spender. He likes to travel first class and frequents the better restaurants.

Several years ago, Burton was severely injured in an explosion which occurred while he was working at a welding job. His face was badly burned and several scars, in the form of small black marks, remain. Burton is believed to have worn pancake makeup in an attempt to cover these identifying marks. He is of muscular build, sometimes wears a smooth mustache, and dresses well.

Description

Harry Burton's complete description is as follows:

Age-----	48, born on Dec. 14, 1902, Clinton, Ky. (not verified).
Height-----	5 feet 10 inches.
Weight-----	190 pounds.
Build-----	Medium.
Hair-----	Brown.
Eyes-----	Gray.
Complexion-----	Fair and florid.
Race-----	White.
Nationality-----	American.
Education-----	2 years of college.
Occupation-----	Automobile salesman, welder.

Scars and marks----- Bullet wound scar, both entrance and exit marks, behind right ear; operation scar behind left ear; 2 blotch scars on right side of neck; small black marks on face resembling powder marks resulting from explosion while welding.

Remarks----- Reportedly wears pancake make-up to hide scars on face.

FBI No----- 26,895.

Fingerprint classification----- 22 L 5 R 000 18
I 1 U 001

Any person having information which may assist in locating Harry H. Burton is requested to 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 the Division of the Federal Bureau of Investigation nearest his city.

Va. Authorities Seek Identity of Unknown Child

(Continued from page 18)

T-shirt—red, white, and blue stripe on brown cotton short-sleeved shirt. Shirt is 11½ inches across shoulders; 12 inches in length from neck.

Overall pants—rather new, dungaree-type, elastic top, blue denims, 14 inches in length, waist not determined due to elastic top. One pocket on the right hip.

Underwear—white, wool, button-down front, union-suit type, with short legs and sleeves. Label in neck as follows: "C-Y is best, age 6-8." The underwear measured 13 inches across the shoulders and was 17 inches long.



Body of unknown child found in duffel bag.

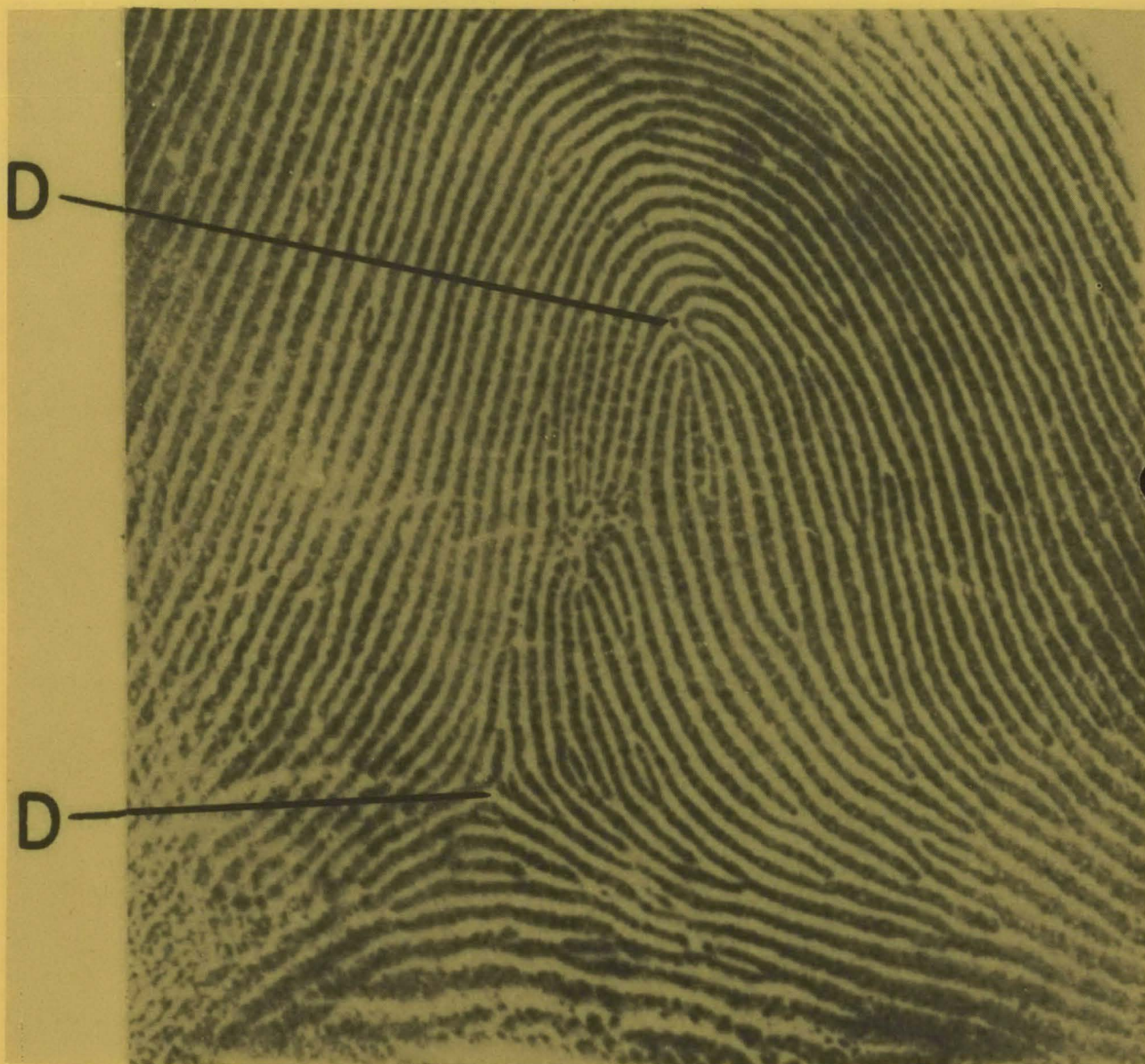


It is requested that hospitals be checked for fingerprints, palm prints, and footprints of any missing children for comparison purposes. In view of the possibility that the mark "R 9700" printed in the bottom of the duffel bag may be a laundry mark, laundries should be checked in an attempt to establish a possible lead to the identification of this unknown child. Any information

developed regarding missing children answering the same general description of the above child should be forwarded to the Virginia State Police, Post Office Box 1299, attention Capt. Robert B. King, Richmond, Va.; or to Sheriff Joel T. Powers, Goochland County, Va.; or to the Director of the Federal Bureau of Investigation, United States Department of Justice, Washington, D. C.

Questionable Pattern

FINGERPRINTS



This pattern has the general appearance of a plain loop. However, on close examination it will be found to possess all the requirements for a double loop whorl, i. e., two

deltas (D), two separate loop formations and two separate and distinct sets of shoulders. The tracing would be "outer." A reference search would be conducted as a plain loop