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An early photograph of J. Edgar Hoover, youthful Director of the "Bureau of Investigation."

ORIGIN AND EARLY YEARS

The Federal Bureau of Investigation was founded in July, 1908, to serve as the investigative arm of the United States Department of Justice. The nucleus of its early staff consisted of 35 men - less than one investigator for each of the then 46 States of the Union. They had jurisdiction to investigate violations of a mere handful of Federal laws.

Known originally as the "Bureau of Investigation," the organization, together with its areas of responsibility, steadily grew during the succeeding years. For example, laws enacted by the Congress in 1917 and 1918 made the Bureau responsible for investigating acts of espionage and sabotage; and the National Motor Vehicle Theft Act, which was passed in 1919, gave the Bureau jurisdiction over interstate transportation of stolen automobiles.

In 1921, J. Edgar Hoover, then 26 years old and serving as Special Assistant to the Attorney General, became Assistant Director of the FBI. Three years later, he was named Director.

NEW ERA BEGINS

Under Mr. Hoover, a new Bureau quickly began to evolve. The fledgling Director was determined that the organization would become a career service in which appointments would be made strictly on personal qualifications and abilities, and promotions would be based solely on merit.

Soon, new requirements were adopted for the Special Agent position. Candidates had to be college graduates with degrees in law or accounting. Following appointment, they must complete a rigorous course of training, and they must be available for assignment wherever their services might be needed within the United States.
High standards of personal conduct also were invoked — standards which required that Special Agents honor at all times the rights of every person whom they encountered during the course of their official duties, and that they show equal diligence in establishing innocence or proving guilt.

In addition, deliberate efforts were made to expand the Bureau’s channels of cooperation with other law enforcement and criminal justice agencies. In July, 1924, the Identification Division was established at the Bureau’s Washington, D. C., Headquarters to serve as a national repository for fingerprints and related identifying data.

An assortment of scientific instruments used in the first Technical Laboratory of the FBI, November, 1932.

The FBI Laboratory was founded in 1932 and began conducting examinations of evidence in criminal cases not only for Federal investigators, but for county sheriff’s offices and state and local police.

There followed in 1935 the founding of the FBI* National Academy to provide advanced courses of instruction to career members of the law enforcement profession, as well as the subsequent inauguration by the Bureau of other special training services for police departments across the United States.

*By Congressional enactment, the Bureau’s name officially changed in 1935 to “Federal Bureau of Investigation.”

GANGSTERISM - THE ’30s

The Prohibition Era saw a new criminal challenge rapidly grow in America. It was characterized by fast-moving, highly mechanized gangs whose operations often spanned wide areas of the country and placed gang members beyond the effective reach of state and local authorities.

Responding to this challenge, Congress passed a series of anti-crime laws during the early years of the 1930s which significantly expanded the FBI’s jurisdiction over gangster activities. Prominent among them were the Kidnapping and Extortion Statutes, the Federal Bank Robbery Act, the National Stolen Property Act, and the Anti-Racketeering Statute.

The FBI moved quickly under its newly expanded jurisdiction; and by the mid-1930s, gangsterism was on the wane. Among the major casualties were:

George “Machine Gun” Kelly, leader of a kidnap gang who was arrested by FBI Agents and local officers in Memphis, Tennessee, in September, 1933. When ordered to surrender, Kelly nervously responded, “Don’t shoot, G-Men; don’t shoot.” Thus was coined a nickname by which FBI Agents still are known today.

Alvin Karpis (without jacket) after his arrest by J. Edgar Hoover (foreground) in New Orleans, Louisiana.

Kansas City, Missouri, June 17, 1933. While transporting escaped convict Frank Nash to Leavenworth Penitentiary, an FBI Agent and three local lawmen were brutally slain by gangmen attempting to free Nash. Ironically, Nash also fell victim to the gangsters’ sudden and devastating attack.
PRELUDE TO WORLD WAR II

In the mid-1930s, as fascist dictators began unheeding their swords in Europe and Asia, President Franklin Roosevelt called upon the FBI to assume a central role in safeguarding America's internal security.

By early 1938, a lengthy investigation of the German-American Bund had been completed and a detailed report submitted to the Justice Department. Alert to the dangers ahead, President Roosevelt took action in the summer of 1939 to prevent the confi dence which had occurred in World War I, when more than 20 agents investigated the activities of spies and saboteurs. He designated the FBI as the clearinghouse and coordinating agency for all matters bearing on the Nation's internal security.

The FBI received instructions to survey over 2,300 industrial plants which were beginning to pour out the implements of war. Then on Friday evening, September 1, 1939, Adolf Hitler's forces marched into Poland with planes, tanks, and mobile artillery.

World War II had started.

THE DUQUESNE SPY RING

Before the invasion of Poland, however, the Nazis had thrown their largest American spy ring into action. The paymaster for this ring was "Harry Sawyer," a naturalized American who went to Germany to visit his mother. While there, the Nazi Espionage Service forced him to become internal security.

Several months later, "Sawyer" was given a thousand dollars, numerous addresses, the blessings of the Nazis and a ticket to New York.

Frederick Joubert Duquesne, a professional German spy for forty years, boasted to "Sawyer" of his ability to fool the FBI. From his hide he pulled out blueprints on the new M-1 rifle, torpedo boats, and secret plane plans. Hidden FBI motion picture cameras photographed him as he did so.

On the weekend of June 28, 1941, the FBI arrested the spies whose every move had been followed for nearly two years. Thirty-three persons involved in this espionage apparatus, including Duquesne, were nabbed. Several were Americanborn.

Nineteen members of the ring pleaded guilty. The other fourteen stood trial and were found guilty by a jury on December 13, 1941. On January 2, 1942, the spies received their punishment. Total sentences exceeded 300 years in prison.

Because the members of this spy ring had been arrested in the summer of 1941, this was still "peacetime espionage." The full force of war had not yet hit America. But the collapse of the Duquesne ring caused all other Nazi agents to work feverishly.

Came the order: "Under no circumstances attract the attention of the FBI!"

"PEARL HARBOR"

On Sunday, December 7, 1941, the Honolulu office of the FBI called headquarters at Washington, D. C. It was 7:55 a.m. in Hawaii. Japan's bombers were blast­ ing Pearl Harbor.

The call sparked into action the nation's war plans of the FBI. While bombs were still falling on the main United States Pacific Fleet, FBI offices from Juneau, Alaska, to San Juan, Puerto Rico, were alerted. Within one hour, every FBI employee in each of the field offices was stationed at his post of duty and knew his job. FBI manpower combined with more than 150,000 law enforcement officers to crack down on any sabotage gesture or attempted uprisings of enemy fifth columnists.

Asia aliens considered dangerous were apprehended by FBI Agents in a calm and orderly manner, 건의 the fines of honest, patriotic aliens. They saw that there would be no sabotage. Given time, manpower combined with its several years' head start.

As the race against time began, industrial machinery, they could do the job. But wartime sabotage in certain key plants producing scarce materials might bottleneck the entire arsenal of democracy.

Frederick Joubert Duquesne, master German spy, in actual photographs taken by concealed FBI camera.
The memory of World War I, when enemy agents blew up American arsenals, railroad yards, ships and factories, led some industrialists to wonder. Could sabotage be prevented?

A collection of prohibited articles seized from enemy aliens in New York shortly after the United States' entry into World War II.

THE EIGHT SABOTEURS

In the month of June, 1942, two Nazi U-boats stole into American waters, and each landed four German saboteurs on the eastern coast of the United States. One group paddled ashore on Long Island. The second landed on a deserted beach not far from Jacksonville, Florida. With $174,588 in U.S. bills and enough explosives to last for two years, these saboteurs hastened to New York and Chicago to make plans for their campaign of destruction and terrorism.

Orders from their Nazi superiors had been plain: Dynamite the Hell Gate Bridge in New York. Destroy critically needed aluminum plants. Place time bombs in lockers of railroad stations. Start fires in large department stores. Spread terror. Make it appear as though an army of saboteurs were at work.

But the mission failed. In less than two weeks after landing on American soil, all members of the sabotage ring were in FBI custody.

By Presidential order they were turned over to a military commission for trial; and in August, 1942, six were sentenced to death, one to life imprisonment and one to thirty years. None had the opportunity to commit a single act of sabotage. Nor was any act of enemy-directed sabotage committed in the United States during World War II.

THE DOLL WOMAN

In early 1942, five strange typewritten letters came to the attention of the FBI Laboratory. All were addressed to one woman in Buenos Aires and all were about dolls. The Laboratory technicians determined that although the letters had been typed on different typewriters, they were all typed by one person. Nonetheless, they bore different return addresses - in widely separated cities - and different signatures. Each return address was the actual residence of some woman who was a doll fancier, but there was no other connection between these women. They had not written the letters, did not know anything about the woman in Buenos Aires, and could not explain how their signatures got on the letters.

FBI technicians determined that the signatures were forgeries and that the text of each letter was an open code - the mysterious references to dolls being really references to United States warships. When fully decoded, the letters were found to deal primarily with United States Naval vessels damaged at Pearl Harbor. Moreover, investigation soon established that the address in Buenos Aires was a mail drop through which the letters were intended to pass on their way to Japan.

"Three old English dolls" in a "wonderful doll hospital here" actually meant three warships undergoing repairs in a West Coast shipyard. One letter mentioned a "bisque doll dressed in a hula skirt now in Seattle for repairs" - a war vessel damaged at Pearl Harbor being overhauled in the Puget Sound Navy Yard. Obviously, the writer of these letters was someone engaged in espionage for the Japanese, someone who had had legitimate access to the names, addresses, and actual signatures of women whose names had been forged to the coded letters.

Investigation led to a middle-aged, California-born woman who operated a doll store in New York City, catering to doll collectors throughout the Nation. Velvalee Dickinson, it was learned, was strongly pro-Japanese and had a rather wide acquaintance among Japanese officials in this country. The actual code which she used was delivered to her by a Japanese Naval Attache less than two weeks before the attack on Pearl Harbor. At that time, she accepted a payment of $25,000 for information which she was to send.
CRIME DURING WORLD WAR II

Although busy keeping ahead of enemy espionage and sabotage efforts during World War II, FBI Agents maintained a careful vigil against the forces of the underworld. Among their prime targets were criminal opportunists who attempted to capitalize on the shortages of domestic goods which resulted from our all-out effort to win the war.

Evidence also was gathered which led to the conviction of a manufacturer of military explosive devices who had cut down on the charges in grenades and incendiary bombs in order to squeeze additional profits for himself.

The Appalachian Mountains were an ideal hiding place for criminals who were after the profits that existed in the production of hosiery.

Among the most notorious of them: Kennie Wagner, a 240-pound mountain man and expert marksman whose criminal exploits became the subject of ballads sung in farm and mining communities of the Appalachians.

Wagner, a 240-pound mountain man and expert marksman, was tracked down and arrested in a remote mountainous area of southwest Virginia in April, 1943. A few hours after his arrest, Wagner squinted through the bars of his cell and remarked to a fellow prisoner, "It's a mistake to break a Federal law. They will hunt you down for a thousand years."

THE HOLLOW NICKEL SPY CASE

On June 22, 1953, a Brooklyn newspaper jingling coins from his newspaper sales noticed that one nickel felt lighter than the others. He dropped it on the floor - and it fell apart! Inside was a tiny photograph. An FBI Agent heard of this strange coin and photograph, which appeared to contain a series of five-digit numbers, and suspected the photograph to be a coded espionage message. The FBI Laboratory made repeated efforts from 1953 to 1957 to decipher the microphotograph and to solve the mystery of the hollow coin. In the espionage field, patience and perseverance are absolute necessities.

The FBI Laboratory succeeded in breaking the code on the microphotograph in the hollow nickel found in Brooklyn four years earlier.

In May, 1957, Lieutenant Colonel Reino Hayhanen, a Russian spy, defected to the West. He had just been ordered to return to Moscow; and after spending five years in the United States, he dreaded the thought of returning to the Soviet Union. Hayhanen, a veteran intelligence officer, had been carefully schooled by his Soviet superiors. From 1949 to 1952 he resided in Finland and secured the identity of an American-born son of a Finnish immigrant. In his assumed identity, Hayhanen told the United States delegation in Helsinki that he was an American citizen; and upon displaying proper credentials, he was given a passport. He arrived in the United States in October, 1957; and from 1952 to 1957, he was part of an espionage ring securing intelligence data for the Soviet Union. Among the items he had been supplied by the Soviets for espionage use were hollow pens, pencils, screws, batteries - and coins. Using information obtained from Hayhanen, the FBI Laboratory succeeded in breaking the code on the microphotograph in the hollow nickel found in Brooklyn four years earlier.

Hayhanen described his latest espionage contact only as "Mark," a colonel in the Soviet State Security Service who had been engaged in espionage work since 1927. FBI investigation soon identified "Mark" as a person using the name Emil R. Goldfus and posing as a photographer in Brooklyn. "Mark" had entered the United States illegally from Canada, and he was arrested on an alien warrant based upon his illegal entry.
"Mark" admitted he was a Russian citizen, Rudolf Ivanovich Abel, but refused to discuss his intelligence activities. His studio and hotel room were museums of modern espionage equipment and contained shortwave radios, cipher pads, cameras and film, and numerous hollow "trick" containers, such as cuff links and a shaving brush.

Indicted as a spy, Colonel Abel was tried and convicted in New York City in October, 1957, for conspiracy to obtain and transmit defense information to the Soviet Union. On February 10, 1962, Abel was returned to the Soviet Union in a prisoner exchange.

**DIPLOMATIC ESPIONAGE EXPOSED**

From 1961 to 1966, two members of a communist-bloc embassy in Washington enlisted the aid of a State Department employee in obtaining information concerning State Department affairs. The employee - a U. S. double agent acting under full knowledge and guidance of the FBI and the State Department - met with the two embassy officials on a total of 48 occasions and gave them such unclassified materials as a State Department telephone directory, press releases, and administrative reports which had been cleared for transmission. In return, the employee received a total of $3,440.

In a May, 1965, meeting, an embassy official requested that the double agent plant listening devices in various offices of the State Department. One year later, the official delivered a listening device to the double agent with instructions that it was to be placed in the office of the Director of Eastern European Affairs. The device was taken by the employee to the State Department where it was immediately turned over to FBI Agents.

A month later, the diplomat met with the double agent and told him the listening device had worked for only 20 minutes after it had been taken to the State Department. The diplomat wanted the device returned so that it could be repaired for future use. Disputes between the two men over payments due for past services in planting the device were used by the double agent as justification for not returning the device.

Subsequently, the communist-bloc embassy involved was notified by the State Department that the diplomat was engaged in activities incompatible with the accepted norms of official conduct in our Nation. Further, his presence in the United States was no longer agreeable to the U.S. Government, and he was requested to leave the country within three days. The other embassy official who had been involved in this intelligence operation had previously left the United States.

**SHARP RISE IN CRIME**

During the 1950s, the United States experienced a 69 percent rise in serious crimes; and the following decade, the number of serious offenses reported to law enforcement agencies across the United States soared 148 percent. During these two decades, the Nation witnessed some of the worst criminal tragedies in its history. The assassination of President John F. Kennedy in November, 1963, was foremost among them. Other distinguished Americans struck down by assassins' bullets in the '60s included the deceased President's brother, Robert F. Kennedy, and civil rights leader Dr. Martin Luther King, Jr.

Among the other notorious crimes which demanded top priority attention during these two decades were:

The January 17, 1950, robbery of Brink's, Inc., at Boston, Massachusetts, in which cash and securities totaling more than $2,775,000 was stolen. Six years of intensive investigation of
this crime culminated in the arrest and conviction of nine of the participants. Two other Boston-area hoodlums whom FBI Agents had identified as members of the Brink's gang died before the trial was held.

The mass murder of 44 persons aboard a passenger plane which was blown from the skies over Colorado by an explosion on the evening of November 1, 1955. By mid-November, FBI Agents had identified and arrested a 23-year-old Denver man as the person responsible for this crime. His mother had been a passenger aboard the plane. He had placed a time bomb in her luggage.

The abduction and killing of three young civil rights workers in Mississippi on the night of June 21, 1964. During a lengthy investigation in which scores of Agents were sent to Mississippi from FBI offices in other states of the Nation to assist in the prompt handling of the case, eight men — including a deputy sheriff and the Imperial Wizard of the Ku Klux Klan of Mississippi — were convicted and sentenced to imprisonment under Federal Civil Rights statutes.

CRIME AS BIG BUSINESS

Prior to 1961, the FBI had very limited jurisdiction with respect to organized crime and two of its major sources of illicit revenue: gambling and hoodlum loan-sharking. Then, in September, 1961, the President signed into law three statutes covering the interstate transmission of wagering information, interstate transportation of wagering paraphernalia, and interstate travel in aid of racketeering. These were followed in June, 1964, by a bill prohibiting sports bribery; in May, 1968, by another Federal law banning extortionate credit transactions; and in October, 1970, by a statute aimed at large-scale interstate gambling operations, hoodlum infiltration of legitimate business, and the bribery of local officials in gambling matters.

Enactment of these laws vastly expanded the FBI’s jurisdiction over professionalvice and racketeering activities and enhanced its ability to penetrate the walls of secrecy surrounding organized crime. As a result, deeper insight has been gained into the structure, methods, and scope of operations of professional criminal combines in this country. Leaders of these organizations have been identified, and FBI investigations have been responsible for the conviction and imprisonment of a number of them, as well as their criminal underlings.

Much of the criminal intelligence data gathered by the FBI has been helpful to other law enforcement agencies, including those having jurisdiction over illicit trafficking in narcotics and other dangerous drugs. On a yearly average, more than 3,000 hoodlums, gambling, and vice figures are arrested by these other agencies based upon information originally developed by the FBI.

WHITE-COLLAR CRIME

Increasingly, the American public is becoming the victim of “white-collar crimes” — corruption, concealment, breach of trust, subterfuge, and deceit practiced as part of “the course of business” by persons who hold positions of responsibility in commerce and industry, and in Government and the professions. While these illegal acts generally strike at the world of commerce, society at large is ultimately the victim.

White-collar crime encompasses a broad range of offenses from the auto repair and home repair racketeers and large-scale embezzlements, fraudulent bankruptcies, and investment swindles. The techniques used in perpetrating them are subtle; and rarely do they involve coarse threats, physical abuse, or other forms of heavy-handedness. Indeed, the vast majority of victims do not suspect that they are being fleeced; and there are good grounds for their innocence. The white-collar criminal characteristically has all theappings of success and respectability. Not uncommonly, he is a prominent member of the community.

As one of the FBI’s foremost investigative priorities, white-collar crimes have required increasing amounts of Agent manhours. The results attained in these cases — in terms of arrests and convictions, as well as total sums of fines, savings, and recoveries — have also risen sharply.

In addition, the FBI is engaged in an extensive program of training and educating persons within and without the law enforcement profession to the methods used by white-collar criminals, and to techniques that can be employed in the prevention and detection of their operations.
PREPARING FOR THE FUTURE

Throughout the years, the FBI has been characterized by change. Change continues in the FBI today. It is reasoned change - change calculated to assure that the FBI is attuned to the challenges currently confronting the Nation; that it is responsive at all times to the needs and expectations of the American people.

In keeping with these objectives, investigative priorities are constantly being analyzed and, where indicated, realigned. Adoption of a "quality over quantity" approach assures that the FBI of the 1970s is giving, and will continue to give, priority attention to investigations of matters such as organized crime, white-collar crime, and civil rights violations which impact most heavily on the fiber and fabric of life in the United States.

Greater emphasis is also being placed on the FBI's service functions, including those in the scientific laboratory, the fingerprint identification, the training, and the information-dissemination fields. It is the objective of these cooperative services to assist other law enforcement and criminal justice agencies to better fulfill their responsibilities to the citizens they serve.

Computer science has also been adapted to another high-volume area of the FBI's work - the processing of fingerprints. Day after day, well over 20,000 fingerprint cards are received at the FBI's Identification Division in Washington from authorities throughout the Nation. A computerized fingerprint identification system - known as FINDER - is being used in the processing of many of them. FINDER offers promise of swifter and more efficient identification services than ever before possible - with resultant increased benefits to America's criminal justice system.

FBI Headquarters houses the best-equipped forensic laboratory in the world. Examinations of evidence submitted by local, state, and Federal law enforcement agencies constitute a major part of the Laboratory's work. However, it also maintains close channels of communication and assistance with other forensic laboratories across the Nation - and it pursues an ongoing program of research and development to expand the scientific tools and services available for criminal investigative use.
The FBI Academy at Quantico, Virginia, is another site of intensive FBI research and development efforts—research and development directed at improving the knowledge, as well as the equipment and techniques, of officers of the law. Its 333-acre campus houses a complex of classrooms, gymnasium and library facilities, firearms ranges, and dormitories which can accommodate 700 resident trainees at one time. This is where all newly appointed Special Agents spend the first three and one-half months of their FBI careers. It also is the site of other training programs and of conferences and seminars held by the FBI for state and local police officers and other criminal justice personnel.

NEW DIRECTIONS

Women were first accepted into the FBI's Agent ranks in 1972. Since that time, nearly all new Agents' training classes have included women. These female Special Agents have proved their mettle not only on the firearms ranges and in the classrooms and gymnasium at Quantico, but as members of the FBI's Field investigative forces.

The FBI today is more representative of our full body of citizens than at any time in the past. And it is working more closely with those citizens—and with the police agencies of their communities—to reduce the menace of crime.

FBI Agents specially trained in both the concept and the techniques of crime resistance are helping men, women, and children across the United States to reduce their vulnerabilities to crime. Working in conjunction with business and industry, and with public and private organizations, these Agents are engaged in encouraging a public attitude of resistance to crime—resistance through personal alertness and use of low-cost, self-help safety measures...—and resistance through active and responsible support of law enforcement and our entire criminal justice system.

At the FBI Academy, a Special Agent trainee receives instructions on natural point shooting from an FBI Firearms Instructor.
Day after day, by these and other means, the more than 19,000 men and women of the FBI - including nearly 8,000 Special Agents and over 11,000 support personnel - are devoting their full energies to:

1. carrying out, to the best of their ability, the investigative and intelligence responsibilities assigned to the FBI by Federal laws and directives;
2. rendering aid and support to other law enforcement and criminal justice agencies in the discharge of their duties; and
3. helping broaden the channels of communication and of understanding between the FBI and the American public.

It is the FBI's continued dedication to these objectives that offers the Nation the best assurance that the FBI is, and will remain, a dedicated and effective public service organization - one merit[ing] our citizens' trust, confidence and support.

HOW TO REACH THE FBI

The FBI's field offices are located in major cities throughout the United States and in San Juan, Puerto Rico. In addition, resident agencies are maintained in smaller cities and towns in all parts of the country.

The first page of most local telephone directories shows the telephone number of the nearest FBI field office, all of which are open 24 hours a day, including Saturdays, Sundays, and holidays. Additional information concerning matters in this booklet can be obtained from any field office or by writing to:

Federal Bureau of Investigation
United States Department of Justice
Washington, D.C. 20535

FBI FIELD OFFICES
