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UNITED STATES DEPARTMENT OF JUSTICE
FEDERAL BUREAU OF INVESTIGATION

Copy to:

Report of: SA HAROLD B. ROSS Office: Chicago
Date: 11/15/62
Field Office File No.: 62-6006 Bureau File No.: 63-7893

Title: JAMES RIDDLE HOFFA;
CHARLES W. BRAY;
CENTRAL CASUALTY COMPANY;
HOMER BRAY SERVICES, INC.

Character: MISCELLANEOUS - INFORMATION CONCERNING
(ACCOUNTING AND FRAUD SECTION)

Synopsis: Department requested investigation be instituted to trace the money that went from Teamster Locals for bonding premiums for bonding requirements made mandatory by the Landrum-Griffin Bill in 9/59 to determine whether or not the premiums may have been diverted to Chicago racketeers or Teamsters officials. Also requested investigation to determine the recipients of the profits of the bail bond business since this is alleged to be in the control of the racketeers. Background concerning the Teamster bonding program set forth.

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DETAILS: AT CHICAGO, ILLINOIS

This investigation is predicated upon a memorandum dated October 15, 1962, from HERBERT J. MILLER, JR., Assistant Attorney General, Criminal Division to the Director, Federal Bureau of Investigation. This memorandum stated in part as follows:

"Allegations have been received that Paul and Allen Dorfman are and have been the liaison between Teamster Officials and Chicago racketeers. Reports have been received alleging that Allen Dorfman has supplied subject Hoffa with large sums of money. One of the areas in which misapplication of moneys has been alleged is the Teamster Bonding Program.

"After passage of the Landrum-Griffin Bill in September, 1959, the Teamsters began to set up a program to handle the bonding requirements made mandatory by the Act. The Summit Fidelity and Surety Company of Akron, Ohio, a subsidiary of the Illinois Reserve Insurance Company, was chosen to write the bonds. The United Benefit Fire Insurance Company of Omaha and the Styvesant Insurance Company were to be the reinsuring companies. An Illinois agency of Summit was set up by Sol C. Schwartz, a close associate of Allen Dorfman, and Irwin Weiner, a business associate of Chicago racketeers Obbley Prabotta, Marshall Caifano and Phil Alderisio. (Subjects of investigation in the Organized Crime Program). When the McClellan Committee released a letter publicizing the Dorfman and mob control of the Teamster bond commissions, the Illinois Reserve Insurance Company withdrew its subsidiary, Summit, from the program.

"The Teamsters then searched for another vehicle for their bonding program. Through Sol Schwartz and San Francisco criminal lawyer Jake Ehrlich, Stewart Hopps, reinsurance expert and alleged swindler, was contacted. Hopps, a former associate of Lowell Birrell, has been under indictment in Baltimore and New York and has a reputation of gaining control of companies to siphon off good securities while replacing

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them with worthless ones. Hopps contacted several companies but was unable himself to put the deal together. He did introduce a young insurance man, Charles W. Bray, to Schwartz, Weiner and Dorfman; Bray in the latter part of 1959 succeeded in establishing a program.

"Bray, who inherited an insurance business from his father, had a small company in Illinois called Central Casualty Company, the former LaSalle Insurance Company. He also had an agency, Homer Bray Services, Inc. Central Casualty was unable to be the prime underwriter because it lacked the Treasury list certification required by the Act. Bray arranged for United Benefit Fire Insurance Company of Omaha to be the underwriter. Bray's contact in United Benefit was a man named ~~Earl E. Cefry~~, a vice-president and a director of the company. 144

"Bray then arranged for reinsurance up to the first \$100,000 with the following companies: Tri-State Insurance of Tulsa, Oklahoma (30%); United Bonding of Indianapolis, Indiana (10%); and Houston Fire and Casualty, Fort Worth, Texas (15%). United Benefit was to keep 25% and Central Casualty, Bray's company, was to take 20%. The excess over \$100,000 up to \$500,000 was to be reinsured with Lloyds of London.

"Bray's agency, Homer Bray Services, Inc., was designated the general agency for the bonding. Bray also set up a local agency, Oxford Agency, Inc., incorporated in Illinois in December, 1959, and Homer Bray Services (Canada), Ltd. Schwartz and Weiner gave Bray the applications that Summit had received before it pulled out. These applications reportedly represented approximately 80% of the Teamster locals throughout the country and an estimated \$1,000,000 in commissions over a three year period.

"Bray arranged a reinsurance treaty for Central with ~~Intercontinental Insurance and Guaranty Company of Panama~~ (later of Nassau, the Bahamas) allegedly a Hopps company, with unknown assets.

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"There have been conflicting reports as to the percentage shares of the participants but apparently Schwartz and Weiner were to receive 20% of business they brought. Bray was to get 25% as general agent out of which he would pay his sub agents, and United Benefit was to get 37 $\frac{1}{2}$ % from the other companies for the reinsurance.

"~~Angelo J. Bianchi~~, former President of Summit Fidelity, joined Central to supervise bail bond activities which Central was also assuming along with the Teamster bonding business. It has been alleged that this was done in order to give Weiner's agency, the American Bail Bond Company, nationwide coverage through Central Casualty and United Benefit.

"The business which should have been a highly profitable one crashed in approximately two years. Various reasons have been assigned for the failure - (1) that Bray, relying on Dorfman's promises to send Central Teamster A & H & Health & Welfare business, as well as various types of insurance related to loans from the Teamsters Pension Fund, overextended himself in anticipation of the added business which never came; (2) that, although the Teamster and bail bonds were highly profitable, Central wrote high risk auto and taxicab insurance which resulted in heavy losses; (3) that money was diverted from the company to Schwartz, Weiner and Dorfman.

"In November, 1960, Oxford which had been in Bray's name, was taken over by Schwartz and Weiner and a special account opened at the Exchange Bank in Chicago - with which bank Dorfman and the racketeers have frequently dealt.

"In 1961, United Benefit was denied a license in the District of Columbia reportedly because of a false filing. United Benefit was shaky and the decision was made to replace it as primary carrier.

"Bray contacted ~~Resolute Insurance Company of Providence, Rhode Island~~, whose president is ~~Lewis Morganstern~~.

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Resolute agreed to become the underwriter. In September, 1961, Central Casualty and United Bonding were canceled as reinsuring companies retroactive to July 15, and in November, Houston Fire and Casualty was canceled and Resolute became the only carrier of the first \$100,000%.

"The agency for the insurance was changed also from Oxford to ~~Titan Management Corporation~~ - an Irwin Weiner Company." 122

"In December, the state insurance director, Joseph Gerber (of whom there have been reports of collusion with Dorfman and Hopps) investigated Bray's firm, Central Casualty. In January, 1962, Gerber announced that the firm was short one and one-half million dollars and shortly thereafter the firm was liquidated.

"According to an anonymous letter to the Department in early 1962, Bray was summoned to the offices of Bieber and Brodtkin, attorneys who frequently represent racketeers, and was confronted by Phil Alderisio who told Bray that he, Alderisio, was interested in seeing Bray pay his debts and that Alderisio did not go to court to enforce them. Alderisio told Bray that he expected Bray to pay off debts to the Weiner group, the R. O. R. agency (partners are Don Roth and Cozie Rothfield) and the Guaranty Bank (the old Southmoor bank) in that order. James Egan of Denver, Colorado, an associate of Bray's who is now in business with Sam Kaye of Miami, was also visited, three days later, in Miami by Santos Traficante who had a similar message for him.

"Toll call studies have revealed that the Dorfman's played a prominent role in the Bonding Program though nominally not officers of the companies.

"It is requested that Charles Bray and James Eagan be interviewed and an investigation be instituted to trace the money that went from the Teamster Locals for bonding

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premiums through the various companies in order to determine whether or not the funds may have been diverted to Chicago racketeers or Teamsters officials. This investigation should include a determination of the amount of commissions received by Weiner, Schwartz and Bray - and the identity of the bonding agents.

"The investigation should also determine the recipients of the profits of the bail bond business since this is alleged to be in the control of the racketeers. In that connection, it should be noted that the Cosmopolitan Company of Chicago took over Central's bail bond business in early 1962 and has since acquired control of United Benefit Fire of Omaha. Cosmopolitan officers and directors include the names of Volin and Bergman. Determination should be made if the Volin is the same person who was in the Weiner-Volin agency and if the Bergman is related to the Bergman-Lefkow agency frequently used by Dorfman.

"Perhaps significant is the fact that Irving Benjamin, the Illinois state insurance investigator in charge of the Central Casualty review, has since taken a position with Cosmopolitan.

"Potential violation include ^{sub} 13 (c) of the Welfare and Pension Plans Disclosure Act, violation of 18 U.S.C. 1001 in connection with filings required by Treasury and Interstate Commerce Commission, and other Government agencies, tax evasions, mail fraud and interstate transportation of stolen property."

Enclosed with this memorandum was a copy of an anonymous letter to the Department which was postmarked at Chicago, Illinois at 2:00 p.m. on April 30, 1962. This letter stated as follows:

"The Irwin Weiner-American Bonding Agency-
Teamsters Bond-Guaranty Bank-Bray-Central
Casualty-Crime Syndicate tieups

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"In 1959 the Bond required of the Teamsters Union officials and employees under the terms of the Magnum-Griffin act was written by the Summitt Insurance Company.

"The broker of record was the American Bonding Agency of Chicago which is headed by Irwin Weiner.

"The Chicago Tribune and other papers claimed that Weiner was a well known partner and associate of gangsters and insinuated that Allen Dorfman, Hoffa's favorite broker, and perhaps Hoffa himself were sharing in commissions estimated at close to \$1,000,000.

"The 'heat' on the Summitt Insurance Company was too great for that company's owners to stand. (The Allen Blank-Reserve Insurance Company group). They cancelled the Teamsters bond and cancelled the 'General Agency' authority which Weiner-American Bonding Agency held for the writing of bail bonds nationwide.

"Weiner and his associates were desperate for a market.

"Charles W. Bray, President of Central Casualty Company of Illinois, President of Homer Bray Service Inc. (a General Agency) and President of Oxford Agency, Inc. (a local agency) developed a market via the United Benefit Fire Insurance Company of Omaha, Nebraska.

"Bray's company, the Central, took heavy reinsurance but it could not 'front' the Teamsters Bond because it was not on the U. S. Treasury Approved List.

"The deal that Weiner and his associates made with Bray was that Bray's Oxford Agency would get the entire commission on the Teamsters Bond but that Bray would secure for Weiner-American Bonding Agency a nationwide Bail Bond General Agency for both United Benefit and Central Casualty at extraordinarily high commissions (60% on the published basic 2% rate and the

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right to keep 100% of anything above the published rate that they could gouge out of customers).

"Bray to have no interest in the Bail Bond General Agency.

"Things went as planned and Bray, quite truthfully, testified before Examiners of the McClellan Committee that he and his family were the sole owners of Oxford Agency and that Oxford Agency was the sole broker on the Teamsters Bond.

"The loss record on the Teamsters Bond was excellent and the loss record on the Bail Bond business was even better.

"United Benefit, Central Casualty, Oxford Agency, American Bonding Agency, Bray and Weiner were all doing well and 1960 saw a great intimacy growing up between the Bray and Weiner groups and insurance activities between them expanded to Taxicabs, Financial Guarantee Bonds, Mortgage Guarantees, Contractors Completion Bonds, etc.

"Central Casualty and the Bray interests needed more capital to handle these lines and so did United Benefit, whose then President, Earl Cefry, was an intimate friend of Bray.

"Weiner arranged for a \$200,000 loan to the Bray group from the Exchange National Bank of Chicago secured by a Guaranty Bond of United Benefit and than later for a \$150,000 loan from the Southmoor Bank (now Guaranty Bank) of Chicago secured by the pledge of Central Casualty stock.

"Bray's Vice President Jim Egan also negotiated a \$150,000 loan from the Pan American Bank of Miami, which loan was also secured by Guaranty Bond of United Benefit.

"The capital of both Central Casualty and United Benefit was increased, Central's largely by indirect subscriptions from those who did the borrowing and United's in part from this method.

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"In 1961 things began to go bad. The Teamsters Bond and the Bail Bond business remained very profitable from an underwriting standpoint but the orthodox agents of both Central and United Benefit began drawing away from these carriers because of the 'gangster types' with whom they were forced to deal.

"The loss record on the taxicab business was horrible and the claims under financial guarantee and contractors bonds, tremendous.

"The Chicago Tribune and other papers started a campaign against Irwin Weiner as being the front for Crime Syndicate ownership of a Chicago Lard Processing firm 'Twin Foods of Illinois.'"

"Court action over the licensing of Twin Foods ensued and the courts held that 'unsavory ownership and affiliations' had been proved.

"The Company's license was refused and the papers shrieked about Weiner and his Crime Syndicate pals--Sam (Tootsie) Bataglia, Milwaukee Phil Alderesio, Joey Acaro, etc. They tied in the American Bonding Agency and rehashed the Teamsters Bond situation.

"This was too much for the British controlling stockholders of United Benefit. In May 1961 they fired the company's President, Earl Cefry, and cancelled all contracts with the Bray, Central Casualty, Oxford Agency, American Bonding Agency group.

"Bray was able to replace the Teamsters Bond with the Resolute Insurance Company of Rhode Island, through that Company's President (Morganstern of Hartford) and to once again get heavy reinsurance back for Central Casualty Insurance Company.

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"The United Benefit gave an extension of six months for the Bray-Weiner group to get a new market on bail bonds and meanwhile Bray's Central Casualty Insurance Company granted 100% to United Benefit.

"All other classes were cancelled by United Benefit.

"Without United Benefit's help the Bray group simply did not have enough resources to weather the storm caused by loss of agency plant, terrific losses on taxicab fleets, financial guarantee bonds, contractors bonds, etc. and they rapidly approached insolvency.

"Weiner and his associates saw 'the handwriting on the wall' and began to make moves to protect themselves.

"Charles Bray was ordered to appear at a meeting which was Chairmanned by Milwaukee Phil Alderesio, flanked by several sinister 'guards' (sic!).

"At this meeting Bray was instructed to sign his Oxford Agency stock in blank and turn same over to Irwin Weiner.

"There was a considerable display of 48's and a very blood curdling discussion as to what would happen to Bray and his family if he did not obey.

"Bray signed and at a later meeting held in the offices of Harris & Burman, control of the Oxford Agency was turned over to Weiner and his associates (i.e. control and ownership of the commissions on the Teamsters Bonds).

"A little later Bray was instructed to appear at another meeting and this time he was ordered to have the Central Casualty Company cancel its very profitable reinsurance of the Resolute on the Teamsters Bond. (This so that Weiner-Oxford et al would get more commission by replacing the reinsurance elsewhere).

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"Bray, frightened to death, obeyed.

"Thus, Weiner and his associates became the sole owners of the Oxford Agency and the huge commissions on the Teamsters Bond.

"Later, fearing an investigation of Oxford, Weiner arranged for Morganstern of the Resolute to transfer the brokerage to a new corporation owned by Weiner et al--The Titan Agency.

"In December 1961 the Illinois Insurance Department took protective custody of Central Casualty Insurance Company. In February 1962 Central Casualty Company was put into liquidation.

"Bray and his various companies literally 'owed everybody' and his biggest source of income, the Teamsters Bond, had been taken away at gun point.

"Again Weiner called Bray to a conference. Again Milwaukee Phil Alderisio was the spokesman.

"(Bray states that at the meeting there were also present four elder statesmen of the Crime Syndicate, but he will only divulge the names to those from whom he feels he may get protection.)

"At this meeting Bray was told that Weiner was 'stuck' for the return premiums and outstanding losses on the taxicab lines placed with the defunct Central Casualty Company as well as for the return premium on the Teamsters Bond reinsurance (which had not been paid by the time the Illinois Department stepped in).

"Bray protested that the Teamsters Bond commission he had assigned to Weiner far exceeded the sums under discussion but Alderisio remained adamant and Bray was told that they didn't dare where or how he raised the money. The Weiner group must get theirs first--and soon--or else!!!

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"They then added that the R.O.R. Agency of Chicago was also stuck for return premiums and losses and that the same agent's partners, Don Roth and Cozie Rothfield (of the Kansas City Mob), were behind the Guaranty Bank. (old Southmoor Bank of Chicago).

"Bray was told that R.O.R. and Guaranty Bank must be number 2 and number 3 on the payments list, any laws of receivership to the contrary.

"About a week later, former Vice President Jim Egan of Central Casualty, who was in Miami, (where he has a local agency) got a call from Milwaukee Phil Alderesio.

"Alderesio called on Egan and told him that he knew that Egan, Bray and a man named Sam Kay owned a firm speculating in foreign currency.

"He repeated the instructions given to Bray by 'the Mob' and told Egan that if he wanted to live, all money must go first to Weiner et al, then R.O.R. and the Guaranty Bank. To Hell with what was due to the Pan American Bank or anyone else.

"Later the reputed big time mobster, Santos Traficante called on Egan and repeated the warning.

"Both Bray and Egan are terrified but they will not rush in and volunteer information as they are afraid of being tailed; in fact Bray was very cautious and not at all helpful when the F.B.I. interviewed him. Now, however, he realizes that his only safety lies with the U. S. Government and if proper government authorities call they will give all possible help.

"Bray's home address is 820 North Glenayre Road, Glenview, Illinois. Egan's home is in Denver but he is staying in Miami at the Wautilus Hotel and works out of Sam Kay's office, Miami, Jefferson 1-0408.

"As to the Teamsters Bond. Two different companies have offered to write same at a saving of over \$200,000 but it remains with the Resolute because that company has agreed to pay 85% profit commission to Weiner's Titan Agency and Titan has informed Morganstern of the Resolute that they are in a position to see that no losses will be reported to his company.

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"WEINER-AMERICAN BONDING-ET AL

"With further reference to the American Bonding Agency-Irwin Weiner United States-wide bail bond operations:

"Pretty generally all state insurance department officials and United States Governmental department officials with whom I have talked are thoroughly aware of the fact that the control of Bail Bond facilities is an absolute essential to the rackets and to organized crime.

"(An idea of how important this is may be gained from the facts which show that to get bail bond facilities Weiner, et al originally gave up the huge commission on the Teamsters Magnum Griffin Act Bond.)

"From what Weiner and others have stated it seems that the Treasury Department and the F.B.I. have both extensively investigated his organization without being able to discover the facts.

"The reason for this probably lies in the very nature of the bail bond business which is quite unlike any other form of insurance activity.

"On bail bonds the published tariff rate differs by state but is on average \$2.00 per \$100 of bond granted.

"Commissions paid to a bail bond agent vary from 25% to 60% of this basic tariff premium (depending upon volume, past loss record, etc.).

"Generally speaking the books of both the insurance company and the bail bond agent clearly reflect these figures, and taxes are properly paid on same.

"As different from any other form of insurance coverage, the bail bond business is, however, allowed to charge a policy fee or service fee and this fee runs anywhere from \$8.00 to as high as \$20.00 per hundred of bail bond coverage.

"In some states, such as California, it is mandatory that this service fee show on the face of the policy but the majority of states are pretty liberal in allowing the 'fee' to be a personal transaction between a bail bond agent and his client.

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"Since the insurance company gets no part of this fee, it isn't very curious and is not interested in the bookkeeping.

"In many instances the fee or a portion of same is paid in cash and for a big agency, such as Weiner's, the cash transactions are in very large figures indeed.

"In addition to the premium and the policy fee most clients have to put up collateral and here again is a field where the bail bond agent has many possibilities of making money.

"Frequently, for a hard pressed client, the bail bond agent will demand an interest in the man's business, a share in the ownership of his real property, etc.; or else let him go to jail.

"The biggest volume of bail bond business is, however, definitely directed by those who control organized crime. When organized crime guarantees one of its minions - no collateral is taken by the bail bond agent and on top of that he splits his policy fee with the organization directing business to him.

"Generally speaking, each major segment of organized crime has its own major bail bond connection and these are usually rather loose partnerships which are very difficult to trace because what is due from one partner to another is often settled through some apparently unrelated business transaction.

"(For example, Weiner has boasted, and those who were in the know in Cuba have confirmed, that for his services to Phil Alderisio--Santos Traficante, etc. he was given a substantial interest in the Deauville Gambling Casino and the Capri Gambling Casino in Havana. When Weiner last talked about this he was crying about his loss of a vast fortune occasioned by Castro.)

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