

# FBI

## *Law Enforcement Bulletin*

APRIL 1974



*Federal Bureau of Investigation*  
*Clarence M. Kelley, Director*



# FBI

## Law Enforcement Bulletin

APRIL 1974  
VOL. 43, NO. 4



Published by the  
FEDERAL BUREAU of INVESTIGATION  
UNITED STATES DEPARTMENT of JUSTICE  
Washington, D.C. 20535

### CONTENTS

#### MESSAGE FROM THE DIRECTOR

*The many victims of crime.* 1

#### THE POLICE ROLE IN THE SEVERE WEATHER ALERT PLAN, by Gerald W. Garner

*Protecting the community on another front.* 3

#### WHAT MAKES A GOOD POLICE OFFICER?

*An address by FBI Director Clarence M. Kelley.* 9

#### POLICE KILLINGS IN 1973—A RECORD YEAR

*One hundred and thirty-four officers murdered while upholding the law.* 13

#### CABLE CAR CITY'S CABLE SYSTEM, by Capt. Louis H. Feder

*A complete computerized information and communications system.* 16

#### HOUSE TRAILER—VEHICLE OR HOUSE? by Charles W. Cooke

*A legal guide for law enforcement searches.* 23

#### THE CHALLENGE OF CRIME AND THE COURTS: KEEP THE FAITH, by Hon. J. Clifford Wallace

*In defense of the judicial process against distrust.* 27

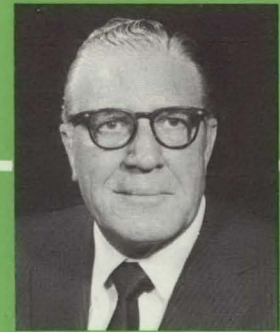
WANTED BY THE FBI 32

#### THE COVER

A patrol officer radios his department to warn of approaching severe storm conditions which could prove hazardous to life and property in a nearby community. See article beginning page 3. Photo courtesy of U.S. Department of Commerce, NOAA, Rockville, Md.



## Message from the Director . . .



VICTIMS ARE THE MOST NEGLECTED consequence of crime. Statistically, the risk of becoming a victim of crime is demonstrated by the rate of lawlessness. But this is only a small part of the full story.

Those whose lives are lost, whose persons are injured, and whose property is taken by crime are not its only victims. Crime is bad enough when its impact is confined to those persons it personally accosts. But lawbreaking is rarely that selective.

Crime often causes far-reaching damage to many innocent persons beyond the scope of its individual acts. This is nothing new to an experienced law enforcement officer. I am, however, painfully reminded of the fact when reviewing the circumstances of the murders of law enforcement officers throughout the Nation.

The record-setting toll of 134 local, county, State, and Federal law enforcement officers killed due to felonious acts in 1973 is a sorrowful figure. It is a tragic count. Even more grievous, perhaps, than the loss of these valiant officers' lives is the fact that their deaths left nearly three times their number in immediate family survivors. The fabric of considerably more than 300 lives of men, women, and chil-

dren was severely torn with the loss of a husband, a father, a son, or a brother. The tentacles of crime had, at the moment of these deaths, seized the loved ones in a terrifying grip which would likely leave its ugly imprint on their hearts and minds for the remainder of their lives. And this says nothing of the shattered remnants of their livelihood.

These survivors, as well as any persons similarly affected by the commission of crime, are truly victims. If the number of the officers' survivors is at all representative, society has reason to shudder at the huge group of persons spiritually and functionally impoverished by the more than 18,500 murders, for example, which occurred in 1972.

Yet, we hear very little about the victims of crime. The reports of their loss too often are the sole accounts of their plight or their demise. This is in puzzling contrast to the frequently prolonged, hand-wringing appeals made in behalf of those who commit crime. There seems to be no scarcity of spokesmen who will concoct any rationale from any platform to excuse persons accused or convicted of crime.

Certainly, our society must not ignore the criminal offender. The community has an obligation to see that he is afforded every protection

## MESSAGE

---

the law provides and, if convicted, a responsibility to seek his meaningful rehabilitation.

However, I cannot help but wonder if more public attention on the victims of crime would help serve as a strong crime deterrent. Surely, their stories of suffering and mental anguish would better capture the misery and meanness of crime, hopefully to an extent that might even

trigger the conscience of all but the worst would-be offenders. Furthermore, it would put lawlessness in its proper perspective—as a clear menace to society rather than a seemingly lifeless event which simply involves prosecutors and the police pitted against an accused.

We should all strive to remember, not forget, the victims of crime.

APRIL 1, 1974

  
CLARENCE M. KELLEY  
Director

# THE POLICE ROLE IN THE SEVERE WEATHER ALERT PLAN

*"... there is probably no inhabited place in the United States which could accurately be considered immune to the danger of a tornado or severe thunderstorm onslaught."*

Regardless of geographic locale, there is probably no inhabited place in the United States which could accurately be considered immune to the danger of a tornado or severe thunderstorm onslaught. These storms of destruction may occur any time of the year, but are most likely to result during the spring periods featuring the clashing of moisture-laden warm air from the Gulf of Mexico area and cool air masses from the north. And when these storms do occur, some of the first public service agencies to become involved are the law enforcement organizations at State, county, and local government levels.



By  
**GERALD W. GARNER\***  
Agent  
Department of Public Safety  
Lakewood, Colo.

\*Author Garner formerly served as a law enforcement officer in the tornado-rich States of Kansas and Texas and was a police science instructor at the college level. He has a bachelor of arts degree in journalism.

Many cities situated in regions of the country frequented by tornadoes or other severe storm conditions have given their police departments a key role in weather alert planning. This is particularly true of the "Tornado Alley" States such as Kansas, Oklahoma, and Texas. While these States have a high incidence of tornadoes, this violent storm condition can and has occurred in every State in the Nation. It is, therefore, wise for any police department to have at least a contingency plan for extreme weather conditions which pose a hazard to life and property in the community.

For demonstration purposes, a procedural plan for a typical police department serving a city of approximately 25,000 persons in the Nation's "Tornado Alley" will be used as an example.

### ***Types of Information***

Perhaps the single most vital understanding that must be realized when dealing with a severe weather situation is the considerable difference between the National Weather Service's tornado or thunderstorm *watch* and its tornado or thunderstorm *warning*.

The National Weather Service puts out two types of severe weather information that all public safety personnel must be familiar with.

*A severe thunderstorm or tornado watch* means that conditions within a large geographic area are such as to favor the development of violent storms.<sup>1</sup> Storms or threatening conditions are not necessarily in sight at the time the watch is announced. Indeed, as the Weather Service's methods of detecting and predicting the conditions favoring the development of these storms improve, it becomes increasingly likely that a specific locale may have very good weather at the time the watch is first announced. These watches usually cover a 6-hour timespan, and just because no storms

## **SEVERE LOCAL STORM DEFINITIONS**

***Tornado or Severe Thunderstorm Watch***—Issued as an alert when conditions are favorable for development of tornadoes or severe thunderstorms in the specified area.

***Tornado or Severe Thunderstorm Warning***—Announcement that a tornado or severe thunderstorm has been sighted visually or detected by radar. The location and direction of movement of the storm, if known, are given, and residents of the **WARNED** area should take immediate safety precautions.

***Statement***—A Weather Service release concerning actual or potential severe storm developments. Storm progress and followup reports during a *watch* will be termed *statements*.

***All-Clear***—A release announcing that a threat covered by a previously issued *watch* or *warning* has ended.

***Tornado***—A violent local storm of short duration with very high-speed winds rotating about a vortex and a funnel extending from the base of the clouds to the ground.

***Funnel Aloft***—A funnel extending downward from the clouds but not touching the ground.

***Severe Thunderstorm***—Wind gusts of 50 knots (58 mi/h) or greater and hail three-fourths of an inch in diameter or larger.

***Damaging Wind***—Sustained or gusty surface winds of 60 mi/h or greater.

***A Few***—Up to 15-percent storm coverage in an area or along a line.

***Scattered***—16- to 45-percent coverage in an area or along a line.

***Numerous***—More than 45-percent coverage in an area or along a line.

are noted in the early part of the watch, there is no valid reason to assume that threatening cumulonimbus clouds may not form later in the day.

In addition, one hearing a weather watch put out for his locale during apparently peaceful weather should carefully note the position of his town or city within the watch region. It is quite possible that his locale may lie on the eastern edge of the watch

area with the thunderclouds still beyond his line of sight over the western horizon. This is not to say that all severe weather would move in a west-to-east direction, but it should be noted that the majority of severe weather activity within the borders of the continental United States does follow a general west-to-east storm track. Also, the tornado-bearing storm moves most frequently from the south-

west to the northeast, but may move from and toward any direction on the compass.

A severe thunderstorm or tornado warning is an even more serious matter and demands the immediate attention of public safety officer and civilian alike. The severe thunderstorm or tornado warning is issued by the National Weather Service when danger is imminent.<sup>2</sup> That is, a threatening storm has been indicated by radar or reported by the public and is bearing down on those inside the limits of the warned area. These persons must seek shelter by the most immediate means possible.

While the severe weather watch will normally cover a very large geographic area often containing thousands of square miles, the severe warning is much smaller in scope and area. It may be limited to one or two counties, a town or city, or some other relatively small area. If the storm appears to be continuing its wrathful course further, additional warnings can be put out for areas still in its path and the old warnings canceled as it passes through.

### ***Alerting the Public***

At this point, it would appear worthwhile to discuss the means by which the severe weather watch, warning, and eventual all-clear is to be communicated to the public. It is vital that civil defense warning sirens and related audible signals should not be activated except for the warning of imminent danger. The existence of a tornado or severe thunderstorm watch should be announced via a more conventional means by utilizing the mass media. The extremely high value of commercial radio and television should be taken advantage of here. The benefits offered by community television antenna services and cable television services should not be overlooked.

***"The existence of a tornado or severe thunderstorm watch should be announced via . . . the mass media."***

It should also be noted that the Department of Defense's Defense Civil Preparedness Agency (DCPA) places some restriction on the use of civil defense warning devices. The warning setup exists for three primary purposes: attack warning, fallout warning, and peacetime disaster warning. The use of these horns, sirens, and the like for severe weather warnings would obviously be covered in the latter category. This Federal agency's procedural guidelines for the use of civil defense warning equipment include the following reminder:

DCPA has authorized the use of the *attention* or *alert* signal (a three- to five-minute steady tone on civil defense procured sirens, horns or other devices) in times of peacetime disasters. Such use is at the option of local government officials. The meaning of the *attention* or *alert* signal to all persons in the United States is: . . . "Listen for essential emergency information. Local government officials may add additional action meanings at their own discretion."<sup>3</sup>

Appropriate city officials appoint a staff officer of the police department as civil defense coordinator for severe weather emergencies. A second staff officer of the department serves as an alternate. In the rare absence of both coordinator and alternate, the uniformed patrol shift supervisor on duty

Lightning, which kills more people in the United States each year on an average than do tornadoes, is often associated with severe weather.





The fearsome sign of our most violent atmospheric storm is the funnel of a tornado.

to be being preoccupied with other duties, he can be advised by phone to check the machine for the text of the weather-related message.

Meanwhile, the radio station's interests are served. If the weather situation appears to be ominous at the time the initial watch is received and the station is off the air due to the late hour, the police department can advise the station's designated weather-watch head of the situation so he can have the station put on the air if the situation merits it.

Following the reception of the weather warning, the police dispatcher or communications officer on duty will contact the department's civil defense coordinator and advise him of the text of the message. This is done whether the coordinator is on or off a tour of duty. It is then his job to see to it that the following persons or organizations are contacted and briefed:

1. The patrol shift supervisor then on duty.
2. The county sheriff's office.

at the police station would assume the role of acting civil defense coordinator for the duration of the weather emergency.

The first indication of a severe thunderstorm or tornado watch is received at the police department via the National Weather Service weather teletype, which is the same teletype hookup tied into radio stations, TV stations, and newspaper offices around the country. In Kansas, for example, the Weather Service messages are received from a number of offices located throughout the State. This same weather wire is also installed in a local commercial AM-FM radio station, and the police department and station are thus able to doublecheck with one another concerning the reception of the severe weather watch. This is valuable to the police department in that if the police dispatcher missed the clang of the "alert" bell on the weather teletype due

A grief-stricken woman surveys site where her home stood before a tornado ravaged the area.



### 3. The local REACT Citizens' Band radio club.

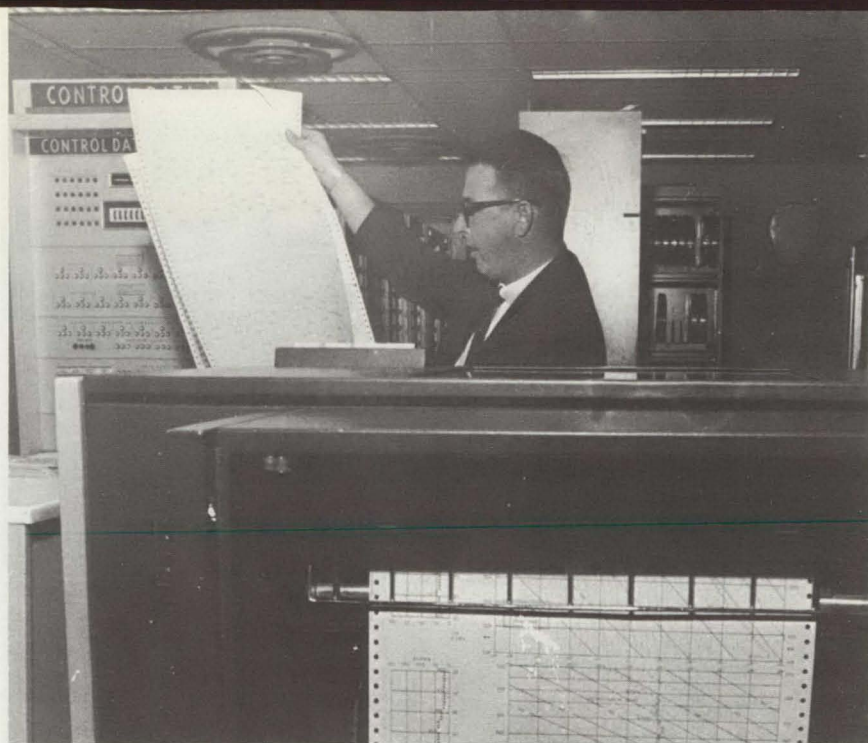
While the necessity of contacting the first two persons or agencies is self-evident, the third one requires some further amplification. The REACT organization is made up of citizens having CB radios in their cars and a common interest in both radio and service to the community. Any law enforcement agency setting up a similar weather alert plan should be aware of the immense benefits offered by linking up with such volunteers to serve as storm-watch lookouts.

#### *Storm-Watch Lookouts*

Upon contact by the police department relative to a severe weather watch, members of REACT take pre-designated stations on all sides of the city to view approaching storms. Seven positions are used, each one selected for its good vantage point above surrounding terrain. It should be noted that the heaviest concentration of these lookout stations is to the west and southwest of the city. In the event that lookouts must be sent out during the workday when many of these volunteers are at their jobs, members of the local police reserves or regular officers may be used to man the lookout positions. Inasmuch as the severe storms are normally moving in a direction which can be clearly discerned, if necessary the lookout plan can be quite effective with as few as three or four lookout positions staffed, just so care is taken to post the spotters between the approaching storm and the city area.

Communications liaison between the police department and these civilian observers is maintained by having a CB unit operating as a base station at the police building.

It should be noted that no use of the civil defense sirens has been made in the watch dissemination process. All communication with the public has been via the mass media. Upon switch-



A meteorologist at the National Severe Storms Forecast Center in Kansas City, Mo., monitors North American atmospheric conditions using various information.

ing from a watch to a warning situation, however, the operation changes somewhat. In the case of an approaching severe thunderstorm with hail, strong winds, and/or heavy rain, the news media will still be used to communicate this warning to the public. But in the event of an approaching tornado on the ground, indicated by either weather radar or confirmed observer sightings, the use of the steady *alert* tone of the city's strategically placed civil defense sirens must be employed.

#### *Civil Defense Sirens*

Ideally, the civil defense sirens should be activated from a central locale, and access to the controls of these sirens must be tightly restricted. Much confusion, fright, and resultant ill will toward local government can develop in a city that has used its disaster warning equipment without just cause. For this reason, it is important that a mature, rational, cool-thinking individual be entrusted with

the decision to sound the warning devices upon the receipt of "hard" evidence that real danger does exist.

At the same time the audible warning devices of an endangered city or town are activated, certain individuals and organizations must be apprised as quickly as possible of the existing danger and the reasons for the warning. Many departments have established a priority list of persons and organizations to be contacted by telephone as the official warning is put out. Again, it is the job of a department's civil defense coordinator and those he has enlisted to assist him to complete these quick notifications. Although different cities will have varying lists dependent upon their particular locale or situation, the average "contacts" lists should probably include at least the following:

1. All news media.
2. Local law enforcement agencies.
3. Fire department.
4. Ambulance service.
5. Public works department.

***"... the law enforcement agency must keep in close touch with the nearest National Weather Service office for the duration of the dangerous weather."***

6. Volunteer emergency agencies.
7. All hospitals.
8. Schools, if in session.
9. National Weather Service.

It should not be assumed that the National Weather Service is listed last due to any low priority. In reality, the law enforcement agency must keep in close touch with the nearest National Weather Service office for the duration of the dangerous weather. Here, trained personnel can make use of weather radar and other instruments to confirm questionable public-reported sightings of severe weather, and can also brief law enforcement on existing or expected developments.

At the same time, the role of the public at large cannot be overemphasized in the severe weather operating plan for a law enforcement agency. Through extensive and successful public education programs, the law en-

forcement agency can inform the populace through the mass media of what to look for and how to respond in a violent weather situation. Panic and confusion at the time of an actual storm can thus be reduced, and the effectiveness of the whole warning procedure upgraded.

An additional note might be made on the use of a supplemental warning capability possessed by many law enforcement agencies. In cities with large numbers of mobile home parks, some problem arises in residents of these rather densely populated areas being unable to hear the mounted warning sirens. For this reason, a police department should have plans to send patrol cars into these areas to alert the residents of an approaching tornado by means of the car's public address facilities. The siren tone of the electronic siren-PA is used to attract the attention of persons in the area, and the officer can then use his

voice microphone to broadcast the warning message that he has just been relayed by the dispatcher. The extremely high mortality rate of persons caught inside unsecured mobile homes in the path of a rampaging tornado would appear to justify the expenditure of police manpower and equipment in the mobile home park warning detail.

Obviously, no proposed readiness outline can cover all eventualities that might be encountered by a given police agency in planning its own severe weather alert plan. Each jurisdiction will have problems and conditions attendant to its own area that cannot be included in any general, overall plan. Nonetheless, a reliance upon planning before-the-fact and a strong assist from volunteer citizen groups should insure the success and reliability of any community's severe weather alert planning.

#### FOOTNOTES

<sup>1</sup> "Tornado," U.S. Department of Commerce, National Oceanic and Atmospheric Administration, National Weather Service, 1973.

<sup>2</sup> Ibid.

<sup>3</sup> "Region Six Information Bulletin, No. 2120.1," Department of Defense, Defense Civil Preparedness Agency, May 15, 1973, p. 2.

Inc. letter from Lieutenant David Garza, Records & Identification Commander, Police Department, Civic Center, 105 East Queen St., Inglewood, Calif. 90301, on Nov. 21, 1978.

### CRIME SCENE TIP

A west coast police department has brought to the BULLETIN's attention a helpful crime scene reminder involving the use of Polaroid film. The throw-away backing peeled from the developed Polaroid picture contains an image of the photograph, much like a negative, which can be reproduced.

The reproduction potential from this backing material is important on two counts. It can prove to be particularly revealing evidence if found at a crime scene. On the other hand, care-

less disposal of the backing by police personnel photographing crime scenes could result in unauthorized persons retaining reproductions of the photographs, which might prove injurious to police investigations and prosecutions stemming from them.

2 Source: Bufile 32-30947

### CAUGHT BAREFOOT

During the investigation of a robbery of an all-night gas station and store, police officers discovered a latent toeprint and a latent footprint on the tile floor of the station. Inasmuch as the

floor had been freshly washed prior to the robbery, it was thought likely that the prints were those of a barefoot bandit.

Additional investigation led to the arrest of two suspects. Inked footprints and toeprints of both, along with the latent prints lifted from the tile floor of the station, were submitted to the FBI Identification Division for comparison. An FBI latent fingerprint examiner had no difficulty matching the latent footprints which established that at least one of the suspects had been caught barefoot!

## Men of an "extra dimension"—

I am particularly gratified this evening for the opportunity of attending the third Annual Banquet for the Outstanding Law Enforcement Officers of the Year.

It is a pleasure to return to Birmingham. The 3 years I spent here as Special Agent in Charge of the FBI's office are among my happiest memories in law enforcement. Many of the police officers here tonight I met then for the first time.

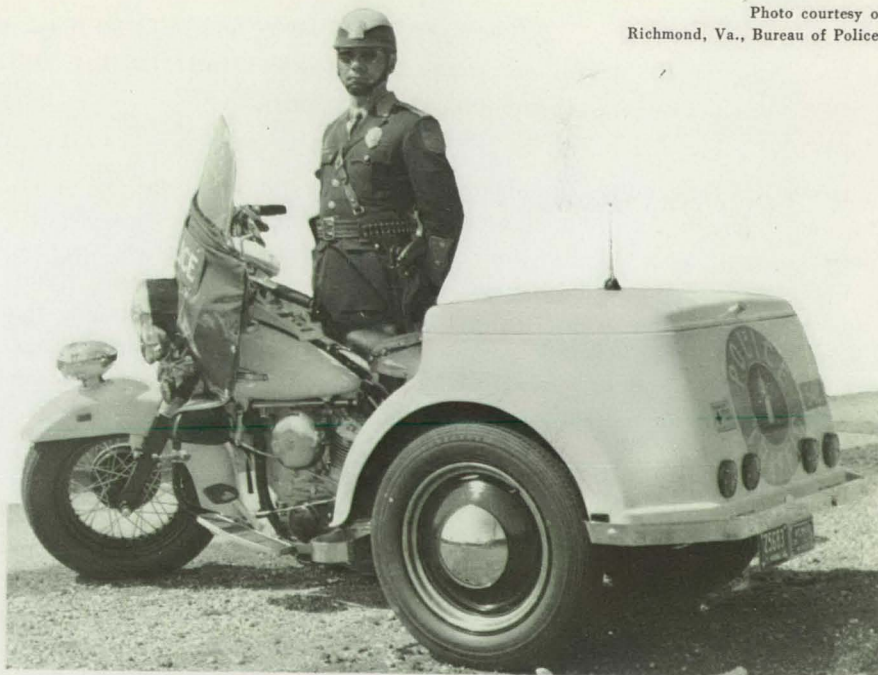
I am grateful indeed for the splendid assistance which Alabama law enforcement has given the FBI over the years and also to Ralph Miles and Philip McNiff, our present Special Agents in Charge. As FBI Director, I pledge to you continued close and fraternal cooperation.

I want also to extend my sincere personal congratulations to each of the officers being honored tonight.

You are a credit to your profession and your community. Nothing could be more commendatory than to be selected for this distinguished award. For you, this is the culmination of years of dedication, sacrifice, and faithfulness to duty. We are proud of you. You bring honor to all of us in law enforcement.

Also, I want to say thank you to the distinguished citizens of Alabama who have made this recognition possible. Having been a law enforcement officer for over 30 years, I know what this occasion means for these brave men and women. They appreciate your interest, concern, and support. Your banquet tonight symbolizes that spirit of warm fellowship which must exist between the officers of the law and our

Photo courtesy of  
Richmond, Va., Bureau of Police.



## What makes a good Police Officer?\*

---

*\*This is an address given by Hon. Clarence M. Kelley, Director, Federal Bureau of Investigation, at the Outstanding Law Enforcement Officers Awards Banquet, Birmingham, Ala., on February 9, 1974.*

---

*"We expect not only the very best in our officers, but a range and depth of attributes that no mortal could possibly possess."*

citizenry if a community is to obtain the high quality of protection it deserves.

I want to share with you this evening some thoughts on the theme, "What Makes a Good Officer?" "What are the qualities which make the man or woman in blue a top-flight officer?"

These are not easy questions to answer.

I remember talking to a group of officers when I was Chief in Kansas City.

I posed the question: "What do you expect of your chief? What qualifications do you think a good chief of police should have?"

Well, I really opened the gate. In a matter of minutes, I had the blackboard filled with suggestions.

There were such qualities as honesty and courtesy, administrative ability, integrity, and a pleasant personality. One officer even suggested "good looking."

Their chief, they thought, should be experienced, wise, intelligent, well-trained, affable, strict in discipline but not too strict, understanding, a family man, healthy—and the list went on and on.

I remember, after jotting down all the suggestions, stepping back, looking at the group, and asking, "Now tell me, where are you going to find a person with all those qualifications?"

There was a moment of silence and no answers. Then I said: "As far as I'm concerned the only person who could possibly qualify as a chief would be the perfect man and I don't know where you can find him."

And I could have added: "And if you did find him, what community could afford to pay the salary he would command?"

This story illustrates the almost unbelievably high standards expected of law enforcement—by its own personnel and by you, the citizens of the community. We expect not only the very best in our officers, but a range and depth of attributes that no mortal could possibly possess.

All too frequently we expect of the officer what we do not require of ourselves.

He must, in our eyes, be above reproach at all times, scrupulously honest, virtually without a fault.

He must make no mistakes, and if he does we criticize him unmercifully.

We expect him to handle all situations with finesse, tact, and competence, but seldom do we realize that as a community we have not provided him with the professional training needed to cope with today's sophisticated, changing society.

We expect him to risk his life to apprehend a hijacker, bank robber, and murderer, yet we often fail to pay him a livable salary and we make few, if any, provisions for his family in case of death during the line of duty.

We expect him to be enthusiastic and never to complain or gripe (as all of us do), yet we refuse to take the time to acquaint ourselves with his working conditions at headquarters, the precinct station or wherever he may be.

We expect him to perform at top efficiency, for long hours, often being called out in the middle of the night or on weekends, and forget that he too is human, that he gets tired and hungry, and like us, he may have a son with whom he likes to play baseball.

We expect him to immediately accommodate our desires when we call the police, forgetting that we have not

given the chief sufficient manpower and equipment to provide the kind of service we expect and deserve.

Yet these men and women in blue, despite these handicaps, perform admirably—and I think the citizens across the great State of Alabama—and the Nation—owe them a tremendous debt of gratitude.

I have worked with police officers all my life. I have been an officer myself. I know their gripes. I know their joys. I think I know the men and women themselves—as human beings. And I can tell you, honestly and truthfully, you will never meet a finer group of Americans. They work not alone for the salary—if they did they wouldn't be there. They work not for public acclaim—if so, they wouldn't be there. They work not to be heroes—if so, they would long ago have resigned.

They walk your streets, safeguard your homes, keep your traffic going . . . why?

Because they believe in the dignity of the law, in the triumph of right over might, and, above all, because they want to do their share in helping protect their communities.

Here are the qualities exemplified by these officers tonight. I do not know any of them personally. I don't need to—because I know the traditions in which they believe, the traditions of service, personal integrity, and courage.

That's the kind of human beings they are.

Today it is not always pleasant to be a police officer. There are many groups and individuals who hate the police, who call the officer vile names. They seek to discredit and impugn our profession. If an officer makes an arrest he is accused of "brutality." If

he maintains order during a demonstration he is taunted as a "bully." If he enforces the law he is charged with "harassment." He is called a "pig," and hissed and vilified as he carries out his duties.

It takes a man of unique qualities to do his job, honestly and faithfully, amid this barrage of unwarranted abuse and vilification. The excellent record of our officers in meeting these situations is a tribute to their training, skill, and patience.

In today's society the physical risk of being a police officer is high—and is growing.

Last year 134 brave officers lost their lives from criminal action, 131 being local, State, and county officers. This is the highest total ever recorded. Three of these slayings were in Alabama.

For the officer, death lurks at every moment of the day. It may come from stopping a motorist, making an arrest, handling a domestic disturbance call.

Last year, for example, 30 officers were slain handling disturbance calls; 27 in connection with robbery matters; 10 while investigating suspicious persons; 7 at the hands of prisoners . . . and the list goes on.

In police work there is no sanctuary from the criminal's bullet.

Not only are there the dangers of regular police work but the officer is also the target of carefully planned sniper attacks, ambushes, and deliberate efforts to injure and kill. One antipolice group, for example, circulated a manual telling extremists how to fight the police. Make use of weapons, it said, such as ice picks, leather punches, can openers, sling shots, darts, and red pepper.

***"It takes a man of unique qualities to do . . . [police work], honestly and faithfully, amid . . . [a] barrage of unwarranted abuse and vilification."***

I write personal letters to the widows of police officers killed in line of duty. If anything brings a police department, or a group of officers together, it is the death of one of our own. In my letters I try my best to console the widow and family. But what can words say to take away the grief and pain?

Police families know that their husbands and fathers are running a deadly risk every day—but they never expect *that moment* to come.

They know that when the officer leaves home in the morning they may never see him alive again—but they never expect *that moment* to arrive.

These widows sometimes write letters that wrench the heart, telling me about their situations. Brave women they are . . . living daily under the fear of death, yet when *that moment* of disaster comes, they too, like all of us, break down and cry.

"Law enforcement," one widow wrote, "has been our way of life for 22 years. He [her husband] was doing a job he really loved—protecting the people and the city."

Note, if you will, the words "law enforcement has been our way of life"—a family commitment, not just the officer, but the wife and children too. This is what makes a good officer. That he works with the enthusiastic support of his wife and children. That's why tonight, if the wives and children of these honored officers are present, they should receive our applause of appreciation. The officer is a good officer. Why? Because there is a wife, a family, a mother, a father, or other devoted person behind him.

Note also this widow's words, "He was doing a job he really loved." For 22 years—almost a whole career—that officer was doing a job he really liked. Here is another quality of the top-flight officer. He wasn't in law enforce-

ment because he had to be—but because he wanted to be! This means enthusiasm, personal interest, and a dedication to doing the best possible job.

And then these final words, the officer was "protecting the people and the city."

What more can I say? This widow has summed up the whole meaning of being a police officer. This man was a selfless human servant, doing his share, as one officer, in creating a better life for his fellow citizens in the community—most of whom he had never seen and did not know. And he was so faithful to his job that it cost him his life.

What more can we ask?

Unfortunately, you, the citizen, do not have the opportunity to look inside the "inner heart"—to see the humanity—of the officer on the street corner or in the patrol cruiser. We can so easily criticize him . . . but are we, in *our* jobs and *our* lives, performing as high quality of public service as he?

This is a question each of us must ask ourselves.

Another widow wrote me that she was overwhelmed by "the hands that reached out to my children and me."

These hands—this help—came after her husband had been killed.

I ask tonight, why cannot this help come earlier? Why must we allow a brave officer to die before the community learns to respect his profession, to appreciate the services he provides, to understand the vital role he plays in their lives?

This is our task—the task of every concerned citizen across this land.

This task is to become better acquainted with your police department and its officers. We need to know more

*(Continued on page 30)*

***"Why must we allow a brave officer to die before the community learns to respect his profession. . . ."***

## "CUTTING UP" WITH FINGERPRINTS

With the advent and acceptance of fingerprints as a positive means of identification, it was inevitable that the registered criminal would resort to the deliberate disfigurement and alteration of his fingerprint patterns in an effort to conceal his identity.

The usual methods employed to avoid identification by fingerprints are crude, unskilled, and often painful. Instances of burning the skin by acids or direct heat, the use of abrasive materials to remove the ridges, and even, amputation of a finger are not uncommon, and the fingerprint technician is fully alert to such stratagem.

During a recent pattern survey of fingerprint records at the Identification Bureau of the Royal Hong Kong Police, several cases revealed the use of a more sophisticated technique in attempts at their transmogrification.

In these cases, the alteration involved the surgical displacement of the center of the pattern area to an inverted position. This had been achieved by cutting the core area from the finger, repositioning the cut segment, and allowing the area to heal.

The replacement of the cut segment had been made without regard to the recognized appearance of fingerprint patterns, and the transmogrification is therefore obvious. Had care been taken and a basic knowledge of fingerprint patterns applied in aligning the segment, greater difficulty may have resulted in identification.

In all cases on record in Hong Kong, where this alteration method had been used, the persons involved did not have a criminal history of prolonged or serious crime. All were deportees who were anxious to reenter the Colony and assume permanent residence.

Attempts by criminals to alter their fingerprint patterns are not new to police identification personnel, but the methods used are frequently novel. The Bulletin believes readers will be interested in this report on unique transmogrification attempts received from Messrs. Bruce Ferguson and Miao Yun Sang of the Identification Bureau, Royal Hong Kong Police.

### TWO CASES ILLUSTRATING TRANSMOGRIFICATION IN FINGERPRINTS



RIGHT THUMBPRINT  
RECORDED 1950



RIGHT THUMBPRINT  
RECORDED 1966



LEFT THUMBPRINT  
RECORDED 1948



LEFT THUMBPRINT  
RECORDED 1954

A Tragic  
Toll

# Police Killings in 1973 —A Record Year

“... police killings ranged from ‘routine’ actions to bizarre occurrences. The result of each, however, was the same—the death of a police officer, a friend, a colleague, a relative.”

If you were a lone police officer in a patrol car in New York City or the State of California during the evening hours of a Sunday in January 1973, you may well have been on a collision course with death. Tragedy would most likely have resulted from having a firearm discharged at you from a distance of 1 to 5 feet. While it may be of little comfort to you to know, the assailant almost certainly would have been apprehended or killed.

This all-too-real situation is based on a study of statistics compiled through the FBI's Uniform Crime Reporting Program. These figures, unfortunately, reveal that 1973 was a record-setting one for police killings. Last year, a total of 127 local, county, and State law enforcement officers in the United States were feloniously killed—more than in any year since 1961, when the FBI began detailed recording of such heinous acts. In addition, four officers in Puerto Rico and three Federal law enforcement officers were killed.

Of course, statistics only tell part of the overall story. One needs to analyze the data to learn from it how to reduce or prevent these deaths.

## *The Victim Officer*

Of the 131 slain local, county, and State officers in the United States and Puerto Rico, many (47 percent) were young men with less than 5 years' law enforcement experience. This figure has been a consistent one since 1961. Since these young officers are usually the ones on the street “where the action is,” it is logical that they would be the ones most often in danger. However, lest one get the mistaken idea that experienced officers shy from potential trouble, it must be noted that in 1973 a sheriff and two chiefs of police, among many other seasoned officers, were victims.

## *Circumstances of Death*

The situations which produced the police killings ranged from “routine” actions to bizarre occurrences. The result of each, however, was the same—the death of a police officer, a friend, a colleague, a relative.

The largest number of officers (30) killed in 1973 met their death responding to “disturbance” calls; 27 were slain in connection with robberies in progress or pursuing robbery suspects. Traffic stops represented the next largest category; 25 officers died this way.

**"Eleven officers [killed] were in off-duty status, and they disregarded their personal safety and willingly responded to the challenge that faced them."**

While attempting arrests for crimes other than burglary or robbery, 20 were killed; 10 police officers were murdered while making inquiries concerning suspicious persons and circumstances, and 8 were slain investigating burglaries or pursuing burglary suspects. Prisoners caused the death of seven officers; three policemen were killed by mentally deranged persons; and one died in connection with a civil disorder.

One statistic, however, was particularly encouraging. During 1973, no law enforcement officer died as the result of an ambush. To view this in its proper perspective, it should be mentioned that 14 officers were killed in this manner in 1972, and 20 were ambushed in 1971 and slain.

While the greatest number of officers died following a "routine" con-

frontation with an assailant, others died as a result of more violent circumstances. When two California officers tried to arrest an individual who had earlier the same day killed two persons and wounded another, they were themselves killed by the man, who shot them with a .45 caliber automatic rifle. A New York City patrolman, who responded to a robbery alarm at a sporting goods store, was shot and killed. The 4 robbers then held 12 hostages at the store, and a lengthy siege took place. While attempting to arrest a robbery suspect, a California officer was shot and killed; a 2½-hour gunbattle followed. In Texas, a deputy sheriff and his wife were together in the patrol car when the deputy arrested a man for speeding. A struggle developed, and the individual shot and killed the deputy—and the wife.

#### ***Types of Assignment***

The officer on patrol duty was the one who most often encountered death in 1973. Since he is usually in uni-

**"Of the 131 officers killed in 1973, a total of 124 were the victims of firearms; 21 of these men were slain with their own weapons."**

form, driving a marked police vehicle, and generally the first one present at an incident, the patrol officer provides a recognizable target for the would-be killer.

During 1973, there were 93 patrol officers slain. Of this number, 31 were in two-man vehicles, 59 were assigned to one-man vehicles, and 3 were on foot patrol; 44 were alone when killed. During the year, 27 slain officers were either detectives or on special assignment. Eleven officers were in off-duty status, and they disregarded their personal safety and willingly responded to the challenge that faced them.

#### ***Weapons Used***

Of the 131 officers killed in 1973, a total of 124 were the victims of fire-

**LAW ENFORCEMENT OFFICERS KILLED, 1967-73**  
***By Type of Weapon***

	1967	1968	1969	1970	1971	1972	1973	Total
Handgun.....	54	46	67	73	97	75	90	502
Rifle.....	10	9	6	8	16	16	21	86
Shotgun.....	7	6	10	12	11	18	13	77
<i>Total firearms.....</i>	<i>71</i>	<i>61</i>	<i>83</i>	<i>93</i>	<i>124</i>	<i>109</i>	<i>124</i>	<i>665</i>
Knife or cutting instrument.....				3	2	3	2	10
Bombs.....				2	.....	1	.....	3
Personal weapons.....	3	1	.....	1	2	.....	.....	7
Other (clubs, etc.).....	2	2	3	1	1	1	5	15
<i>Grand total.....</i>	<i>76</i>	<i>64</i>	<i>86</i>	<i>100</i>	<i>*129</i>	<i>*114</i>	<i>*131</i>	<i>*700</i>

**\*Includes Puerto Rico.**

arms; 21 of these men were slain with their own weapons. The fact that 95 percent of the slain men died as a result of firearms closely approximates the statistics obtained by the FBI in this category since 1961.

Seven officers died by means other than firearms. Two were stabbed to death, and two were intentionally run down by vehicles. The other three died from various other means.

The use of firearms was also employed defensively by victim officers; 34 of them fired their service weapons at their assailants. This resulted in 6 of the offenders being killed by the officers and 15 of them being wounded.

### ***Time of Murder***

The greatest number of police killings occurred on Sunday in 1973. There were 23 deaths on this day, with Wednesday recording the next highest number (21).

January presented the highest risk period for law enforcement officers; 19 men were feloniously killed during that month in 1973. August and November, with 13 deaths each, were next in this category. The "safest" month was September, when seven officers were slain.

Concerning the time of day when most police officers were killed, the statistics show that the greatest number of the victims met death in the period from 2 p.m. to 2 a.m. During the hours of 2 p.m. to 3 p.m. and 1 a.m. to 2 a.m., there were 11 officers each killed, the highest figure for any 1-hour period.

### ***Geographic Locations***

The Nation's largest city and most populous State were the areas in which most of the police killings happened; 5 officers died on the streets of New York City, and a total of 17 policemen were fatally assaulted in California.

Second to New York City was New Orleans, La., with four recorded police killings. Texas, which experienced 15 of these deaths, was second among the States.

On a regional basis, the Southern States had twice the number of police officers killed than the next highest area, the Western States (60 to 30); 20 were slain in the North Central States, and 17 in the Northeastern States. Puerto Rico was the scene of four of these murders.

### ***Police Opinion***

The persons most concerned with the problem of police killings—the police officers—have been consulted by the FBI for their views. A large number of experienced officers were contacted, and their thoughts on the subject present a valuable basis on which to attempt to attack the overall problem.

During the past 10 years, there has been an increase in the number of police deaths following responses to "robbery in progress" calls. (At this point, it should be mentioned that nine officers died in 1973 responding to silent robbery alarms.) The police officers surveyed are of the opinion that one of the primary factors is that the number of robberies has increased, with the need to obtain funds to purchase narcotics being a prime reason for the commission of the crime. They likewise believe that the increased use of sophisticated alarm systems has brought about faster response by police to robberies. Stressed by the police officers was the belief that numerous false silent alarms have produced complacency among many officers. Also among the ideas mentioned was the possibility that there is a general hesitancy to call for assistance when needed.

Statistics reveal that the number of police killings in rural areas is a large

proportion of the total killings in any year. It is the opinion of the police officers questioned that since the density of police officers is lower in rural areas, the rural law enforcement officer has less assistance available. The officers surveyed generally favored two-man patrol units, and they noted that it is the usual practice for rural officers to be alone on patrol duty. Also cited was their belief that there is seemingly a higher turnover of personnel in rural agencies which has produced a lower level of training for the rural officers.

As previously mentioned, 25 policemen died in 1973 following traffic stops. On this subject, the officers polled felt the increased volume of traffic was directly related to the overall situation. Surprisingly, complacency was mentioned as the primary reason for most of these deaths; the officers felt that traffic stops are handled in a more relaxed manner than most other police contacts. This was emphasized by one highway patrolman who stated that after stopping 20 or 30 cars in a day, the next one "looks a lot like the rest."

### ***Conclusion***

The 134 local, county, State, and Federal law enforcement officers who died in the line of duty in 1973 represented the highest ideals of the profession. They placed the preservation of law and order above personal safety. Their deaths created a serious void in the law enforcement profession—and in their families. The sight of a large number of uniformed policemen assembled to pay tribute to a fallen comrade has become a familiar and impressive one in America—and a terribly sad one. The reduction of the number of these killings to the absolute minimum is the goal of all law enforcement agencies—and all of society.

The San Francisco Police Department has recognized the acute need for a flexible computerized information and communications system that would help the entire department solve the challenging and increasingly complex law enforcement problems created by a unique urban environment.

San Francisco, being a vast seaport, industrial, financial, and recreational metropolis with a history of a large transient population, is faced with an unusual variety of law enforcement problems. The control and solution of these problems rest primarily with the San Francisco Police Department. Improved law enforcement through modern technology, therefore, is the objective behind CABLE.

Project CABLE (an acronym for Computer Assisted Bay Area Law Enforcement), begun in 1970, obtained multiyear funding from the Law Enforcement Assistance Administration (LEAA) and the California Council of Criminal Justice (C.C.-C.J.), supported with locally matched funds.

In less than 3½ years, Project CABLE has developed support for a wide variety of police department operations, and presently provides computerized information in the key areas of field support, criminal history, resource allocation, personnel records, incident reporting, records management and computer-assisted command and control. These all combine to form the basis of an integrated criminal justice system which includes the district attorney, courts, and sheriff's office.

To reach this point in so short a time, Project CABLE has taken advantage of existing technology and experience developed in law enforcement information and communications systems across the country. In exchange for useful ideas and methods gleaned from systems in Cincinnati, St. Louis, New York, Kansas City,

*“CABLE in action demonstrates the results that can be achieved toward the improvement of law enforcement through modern technology.”*



ly demon-  
be gained  
of law en-  
n technol-

Tulsa, and Dallas in particular, San Francisco has made its own system available for study and emulation by numerous other State and local law enforcement agencies.

#### *Primary Objectives*

The San Francisco Police Department established three general objectives in setting up the CABLE network. The first was to provide field officers with information immediately

upon request, both for their own safety and that of the public. Also included were the critically important provisions for the security and privacy of such documented information. Next was the reduction and organization of reports and records to manageable proportions to make information available on a timely and reliable basis. The third and final objective was to give administrative and supervisory personnel accurate and complete management information for managing, directing, and controlling police department resources and operations.

The significance of CABLE's success so far is clearly demonstrated by an increase in felony and misdemeanor warrant arrests every day—including persons wanted from all parts of the country on serious criminal charges. Moreover, with the help of CABLE, the San Francisco Police

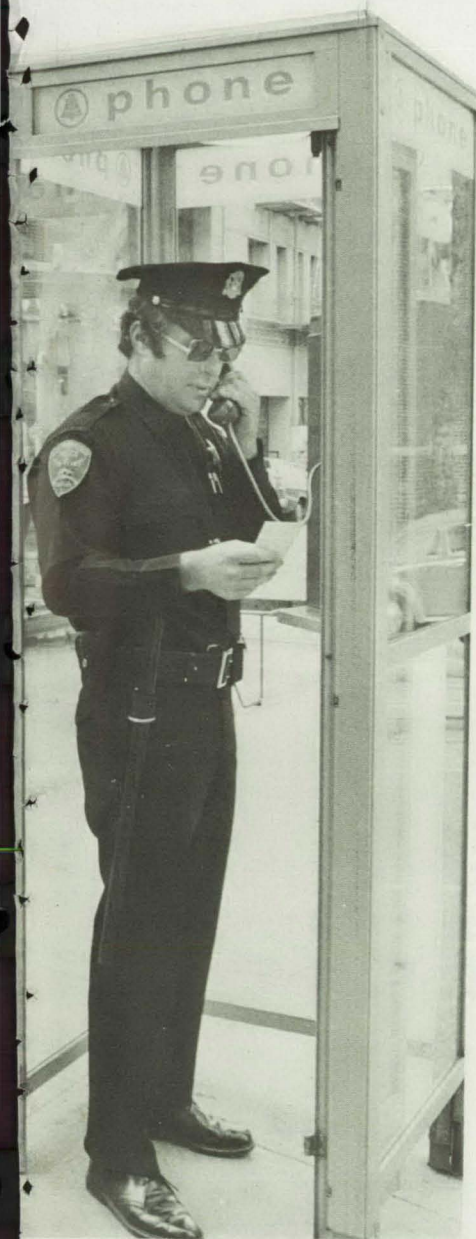
## Cable Car City's CABLE System

By

**CAPT. LOUIS H. FEDER**

Director

Bureau of Criminal Information  
Police Department  
San Francisco, Calif.



***"... Project CABLE has taken advantage of existing technology and experience developed in law enforcement information and communications systems across the country."***

Department is now able to clear more than 70,000 traffic warrants of arrest annually.

Overall, the system will play an increasingly major role in reducing paperwork, thereby lessening the department's administrative and clerical burdens. To illustrate the increasing reliance the departmental functional units are putting on the system as it gradually gains acceptance at all levels, the CABLE computer transaction logs showed a 100-percent increase in logged transactions of all types in the past 6 months—from approximately 300,000 to 600,000.

Supporting the field forces with rapid and accurate information on persons, vehicles, property, and premises of interest was the first order of business for Project CABLE. This ultimately resulted in the installation of video terminals for both input and information retrieval (a number of which have associated high-speed thermal printers to produce hard copies of data as needed); the installation of teletypewriter terminals in departmental units requiring hard copy, especially in connection with documenting "hits" resulting from field-check inquiries and the developing incident/case reporting subsystem; the interfacing of Project CABLE computers with regional, State, and national law enforcement systems; the development of required software; and the extensive conversion of departmental records to a format compatible with a computer.

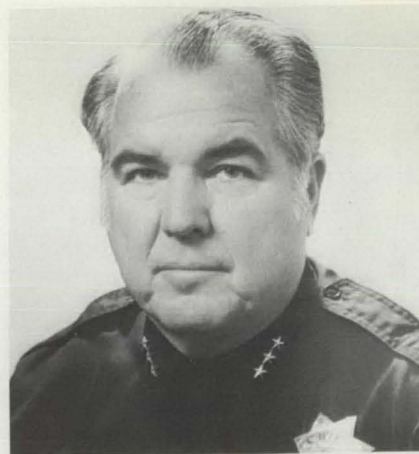
The video display and teletypewriter terminals interface, through communication processors, directly with the regional Police Information Network (PIN) in Alameda County, the California Law Enforcement Telecommunication System (CLETS)

in Sacramento, and through CLETS to the FBI's National Crime Information Center (NCIC) in Washington, D.C., and, of course, they also have access to CABLE's own local data base files in San Francisco. A single request entry can be directed to search any one data base, all four data bases, or any combination of the four data bases.

### ***Data Starts With Field Officer***

Much of the information entered into the CABLE data base originates with the field officer, who is responsible for the integrity of that data. The basic field support inquiries made are by name and license number, although there are other variations, such as driver's license number, vehicle identification number, and social security number.

When an officer wants to check on a person, vehicle, or article, he radios to a terminal operator located at stra-



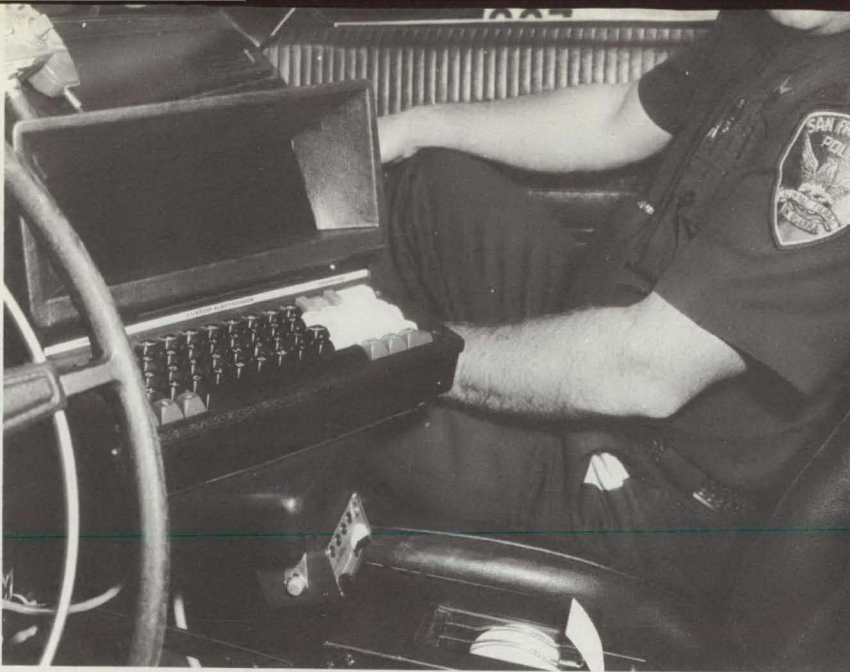
**Chief Donald M. Scott**

tegic stations. Under the new command and control system being implemented, field officers can make inquiries directly from digital mobile terminals in patrol cars.

When an inquiry is made on a plate number, for example, the CABLE system first checks its own data base to determine if the vehicle is of general police interest, or if it has outstanding tow or impound reports. CABLE then simultaneously interrogates the PIN system, the regional want/warrant system, for records of outstanding

**One of 50 video CABLE terminals used for both input and data retrieval.**





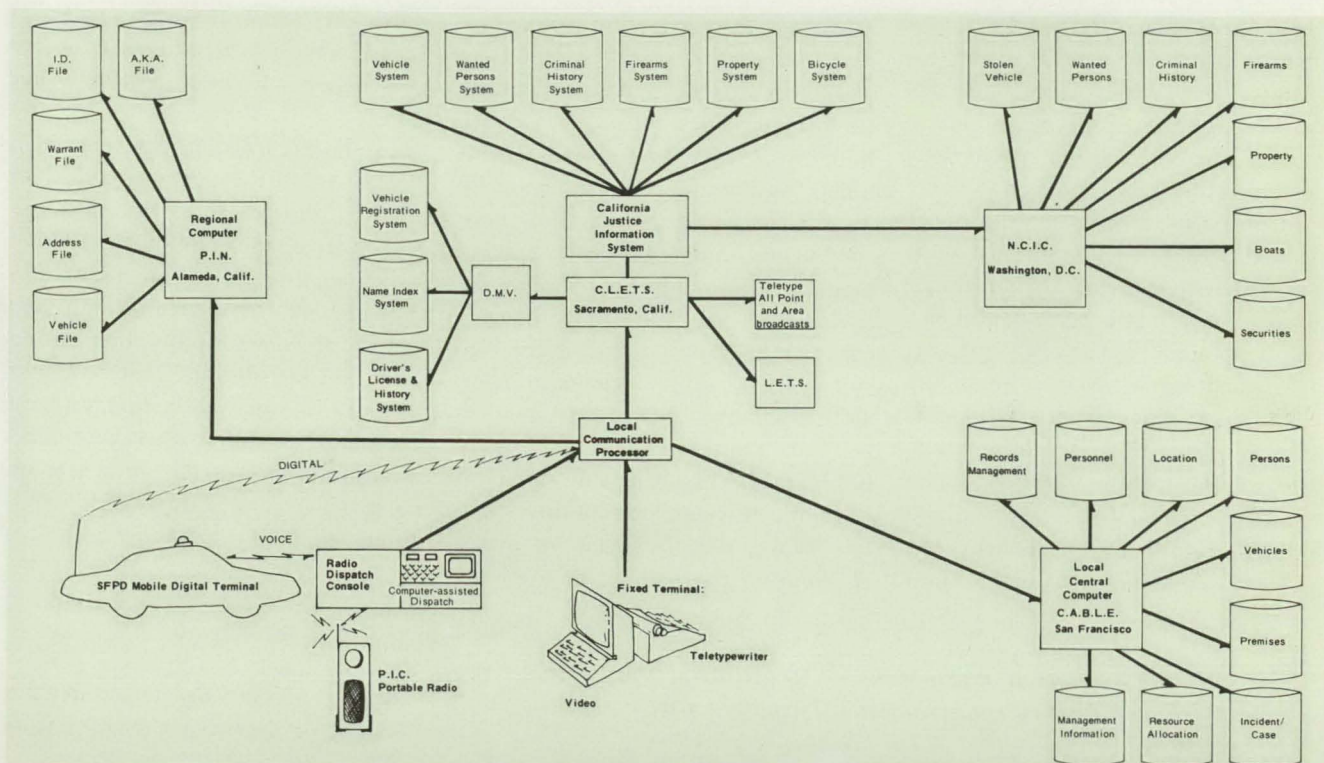
A mobile video terminal with printer attachment shown in patrol car unit allows officer to make direct inquiry into CABLE system.

*"Supporting the field forces with rapid and accurate information on persons, vehicles, property, and premises of interest was the first order of business for Project CABLE."*

arrest warrants or wants on the vehicle owner, and the CLETS network to see if the vehicle has been reported stolen. CABLE would also have access to the NCIC file if specified by the officers, or if no "hit" is received at the State level on an out-of-State plate number.

This complete field check is accomplished in less than 1 minute. Information from hundreds of police departments in the State—and Nation—have been summarized and returned in less time than it would take for a single phone call. It is really amazing that under ideal conditions more than 2 million names in the multiple data base can be searched in 20 to 30 seconds. Remembering that not so long ago it would have taken hours and even days to receive such information, it is interesting how soon a few field officers forget recent past operational difficulties and actually complain of "slow" responses—"slow" as compared to what?

Schematic diagram indicating CABLE's interface with external information and communications systems on regional, State, and Federal level.



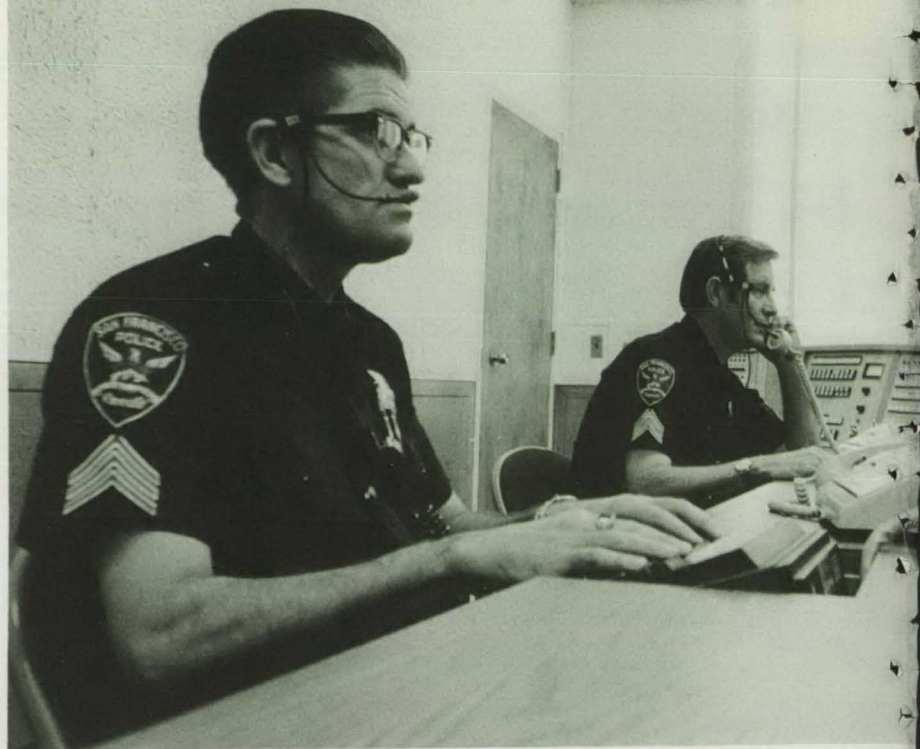
## ***Handles Multiple Police Applications***

The CABLE system was designed to handle a wide range of police applications. Using advanced mathematical techniques, the system can forecast future requirements for patrol forces by area and time. These forecasts are based on past records involving the number, location, and type of calls for police service, and are used by command personnel in designing patrol beats or in determining the optimum deployment of other field forces.

In addition to the allocation of personnel resources, the CABLE system is scheduled to extend into the personnel records area, with a subsystem for processing time reports, vacation schedules, and other routines. The workload of policemen is also analyzed for use by supervisory and command level personnel involved in policy decisions.

One of the more comprehensive and innovative efforts of Project CABLE is the incident reporting system, a computerized reporting service that provides for entry and retrieval of more than 140,000 incident/accident reports a year. Previously, these reports—San Francisco's basic police report—were manually prepared each year, creating a heavy clerical workload on patrol and other department personnel. Significant additional work was also required for keypunching/verification of each incident/accident report.

Under the new system, an officer taking the original report telephones it into his headquarters. The report is then entered into the CABLE system through a video terminal, is filed and indexed, and simultaneously delivers a printout to each location with a need



Officers man new master supervisory console with integrated CABLE video terminals used for complaint processing, computer-assisted dispatch, inquiry functions, administrative control, and general system monitoring.

to know. The system considerably relieves the heavy burden on field forces, speeds distribution of incident reports to concerned parties, and provides for comprehensive retrieval of incident reports of interest.

The CABLE incident reporting system provides the San Francisco Police Department with a number of operational advantages. It automatically distributes reports faster and more consistently than the manual system, tabulates crime statistics and other department records, and eliminates clerical work by the reporting officer. The system uses a single incident number, so that subsequent investigations, arrests, and other events can be properly linked to the incident, and automatically attaches supplemental investigative information to the report so that all known information is available

when requested. Reports on specific incidents or crimes may be accessed quickly and easily through the CABLE terminal network using indexes by name, vehicle, numerical identifier such as arrest jacket number and driver's license, locations, and dates.

In the records management area, Project CABLE has the capability to combine the power of the computer with micrographic technology, thereby eliminating the bulky paper files that are both expensive to store and difficult to access rapidly. Incident reports are transferred from computer storage to micrographic storage after a designated period of time. Quick and accurate access to the micrographic records is facilitated by CABLE's computerized index capabilities.

### ***Computer-Assisted Command and Control***

Project CABLE has helped the San Francisco Police Department meet its

***"Using advanced mathematical techniques, the system can forecast future requirements for patrol forces by area and time."***

*"The new control center handles more than 350,000 calls for service a year."*

units for inquiry, status, and data collection. The new communications system culminates in the marriage of the PIC and CABLE systems to facilitate department-wide rapid handling of both routine and emergency field checks by patrol officers.

The new control center handles more than 350,000 calls for service a year. It has new consoles for handling complaints, the dispatching of personnel, and supervisory control. All have significantly improved two-way radio and telephone answering equipment. Each console position is equipped with a video terminal with detached keyboard for use in computer-assisted dispatch. For example, when a complaint or call for service is received by telephone or via field unit it is entered into the computer system at one of the complaint consoles by a CRT/keyboard terminal. The computer automatically validates the information (street address or name) and informs the operator of locations outside of the city or erroneous entry. The complaint is then automatically routed to the appropriate dispatch console position based on location and priority. The computer determines the primary unit and assisting units based on availability, estimated unit location, and other criteria, although the dispatcher

may override the computer's recommendation by assigning another unit. Any intelligence relating to the complaint such as danger potential at the location, wanted persons, or persons with criminal histories can be displayed by the dispatcher.

The computer-assisted system also maintains a continuous inventory on the availability and status of all units and provides intensive inquiry capability for displaying the availability, status, and recent movement of either all or designated units. With computer-assisted dispatch, the basic source data for resource allocation and management analysis is automatically collected.

The overall command and control project includes mobile digital communication terminals installed in patrol cars to provide the field officer with direct access to the CABLE field support system for vehicle, name, article, and location information—without requiring voice communication. The visual mobile terminals are also used for entering changes in status such as onscene or cleared-from-scene data. This status-change information provides direct input to the communication center and the automatic online collection of raw data for resource

needs for improving police dispatching methods and information/communications integration with a new Communication Control Center. Heart of the CABLE network, the new center utilizes computer-assisted command and control and mobile digital communications terminals to achieve, on an average, a maximum 3-minute response from call-for-service to an officer on the scene.

The new command and control system significantly augments the powerful existing communication capability, which includes 11 low-band radio channels, VHF and UHF ranges for supporting normal mobile communications, and the Police Instantaneous Communications (PIC) system of personal portable radios. Two UHF radio channels to support digital data transmission, as a portion of the computer-assisted dispatch subsystem, have been included. These provide for transfer of data between the dispatch center and the mobile field patrol

Field officer radios directly to command and control center.



allocation and other management reporting.

### ***Criminal Justice Functions***

Not only does Project CABLE provide accurate and timely information to the San Francisco Police Department, but currently under development are enhancements to the system that continue to track an offender as he moves through the entire criminal justice cycle—from the time of his arrest to the time he is released from the system's jurisdiction. Each action pertaining to an individual's record is entered into the CABLE system by the related agency as the person proceeds through the system. The police enter arrest and booking data; the courts enter information pertaining to arraignment, plea, attorneys, trial dates, disposition, and sentencing; and correctional agencies enter data on confinements, probation, and revocations.

The court system uses CABLE terminals located at the municipal, superior, and juvenile courts to enter and retrieve information on court activities. As the system expands, terminals will furnish immediate information concerning criminal defendants and will account for their movements through the judicial process. The system also will monitor case-by-case progress of both criminal and civil calendars, attorney workloads and schedules, assign judges and courtrooms, and schedule preliminary hearings, pretrial conferences, and trials.

Project CABLE includes a complete jail information system for supporting detention functions in both the city and county of San Francisco. Each jail has the capability to enter complete prisoner information online through remote video terminals, and can retrieve up-to-the-minute data on the status of any inmate, including physical characteristics and criminal history record.

### ***Electronic Support***

The electronic driving force behind Project CABLE is a central processing unit with disk storage and a "front-end processor." The unit performs data base management and is connected to the communications processor that controls message switching and communications tasks. Both computers are backed up with fully redundant systems. The remote terminals network is comprised of 50 video terminals with 960 and 1920 character screens and keyboard, complete with function keys to facilitate terminal use, of which 14 have associated high-speed thermal printers; plus 28 teletypewriter computer terminals integrated in the total system. These are augmented by eight CLETS terminals and two PIN terminals. All are being gradually supplemented by additional digital mobile terminals in patrol cars.

As advanced as the system hardware is, the key to success is in the software. Project CABLE uses a very powerful communications and data base management system for controlling all police and criminal justice applications. It enables new files to be created and applications to be implemented with minimal programming effort. The CABLE data management software system is a complete multiprogrammed teleprocessing monitor. At the heart of the system is a scheduler which allows multiple transactions to be processed concurrently, and also initiates application programs which may reside either in main storage or on auxiliary mass storage devices.

There is an obvious necessity for high-level administrative participation and the establishment and following of definitive operational procedures, plus a need for continuous training at all departmental levels. The CABLE project team has provided training for approximately 1,000 de-


partmental members of all ranks to date.

### ***Conclusion***

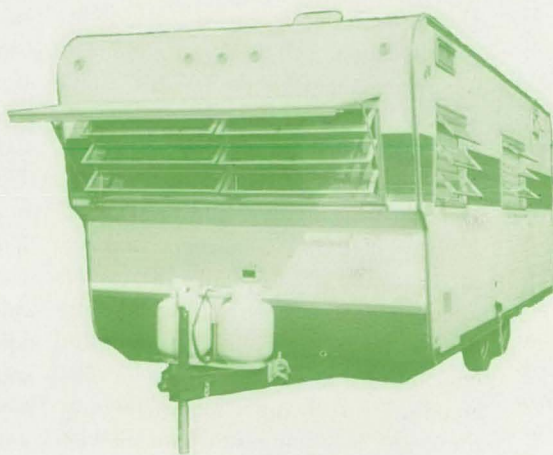
CABLE in action clearly demonstrates the results that can be gained toward the improvement of law enforcement through modern technology. The planning that has built a base upon which this system will be expanded into a fully integrated criminal justice information system for the city and county of San Francisco will continue as future modules and subsystems are developed and implemented. This project serves to illustrate an improved impact capability for crime control that would not be exhibited by the parts of which it is composed, when individually exerted in the same area.

The results of CABLE so far lend themselves to a prediction that a well-developed computer system can become a viable tool for those agencies whose responsibilities lie in the control of crime. Service improvement to the community naturally follows through shortened response and service times and increased patrol coverage. These results are not just a "fall-out" when the decision is made to computerize, or otherwise automate current systems. They are the results of innumerable hours of tedious filtering of many proposals, suggestions, and criticisms, the memory of which seems to fade when the system is observed in operation by the users.

CABLE is not only having an expanding and dynamic impact on department-wide relationships and procedures, but functionally, an equally great effect in encouraging progressive and constructive change.

The San Francisco Police Department, via Project CABLE, now increasingly depends upon the proven value of the computer and related technology as a professional and necessary law enforcement tool. 

*"... the law governing search of a house differs from that concerning search of a mobile vehicle. A house trailer may be either."*



## *House Trailer—Vehicle or House?*

By

CHARLES W. COOKE

Special Agent

Federal Bureau of Investigation  
Washington, D.C.

Searching a house trailer raises unique questions for the law enforcement officer. Is it a house or is it a mobile vehicle similar to an automobile? In either instance, it falls within the protection of the fourth amendment to the U.S. Constitution—"The right of the people to be secure in their persons, houses, papers, and effects, against unreasonable searches and seizures, shall not be violated. . . ." However, the law governing search of a house differs from that concerning search of a mobile vehicle. A house trailer may be either. The police officer must consider the problem because his erroneous decision could

*The  
Legal*



*Digest*

Law Enforcement officers of other than Federal jurisdiction who are interested in any legal issue discussed in this article should consult their legal advisor. Some police procedures ruled permissible under Federal constitutional law are of questionable legality under State law, or are not permitted at all.

result in suppression of valuable evidence.

## Background

In the 1920's, the house trailer was usually a small unit used by tourists or itinerant workers for temporary residence, seldom fixed to one spot for long-term occupancy and "mobile" in the true sense of the word.<sup>1</sup> Such trailers continue to be very popular. But today's trailer can also be commodious and seldom moved. These larger units (called mobile homes) are usually towed by contract carriers, whereas the smaller trailers are easily towed by private automobiles.<sup>2</sup> Self-propelled types (called motor homes) are also manufactured, but these are not trailers in the literal sense.<sup>3</sup> According to one source, the clearest definition of a trailer as a "vehicle" is: "... every device in, upon, or by which any person or property may be transported or drawn upon a highway."<sup>4</sup> The courts differ in defining a house trailer as a house vehicle. Although guidelines are not clearcut, nevertheless, case law does provide some guidance for the law enforcement officer.

## A House

In 1900, the Supreme Court of Iowa decided that a covered wagon drawn from place to place and used as an abode by human beings was a house, and if used for purposes of prostitution, was within the statute prohibiting the keeping of a house of ill fame. The court stated that houses could be built of any material and could be any size or shape.<sup>5</sup>

A review of subsequent cases involving criminal and civil matters finds the following factors have been considered in determining whether a house trailer is a vehicle or a house: (1) the mobility of the trailer, i.e., on blocks with wheels removed; (2) whether connected with services, including sewerage, electricity, water (hereafter referred to as services); (3) the intent of the occupants in making a permanent home; (4) the "substantial" period of time the trailer was being occupied as a residence, i.e., weeks, months, or years. Some courts, including the Fifth Circuit Court of Appeals, held that one or more of these factors being present make the trailer a house.<sup>6</sup> Other courts considering similar factors have held differently, concluding the trailer a vehicle.<sup>7</sup> No standard rule being common among the cases, it is suggested that all factors be weighed before concluding whether the house trailer be considered a house or vehicle for purposes of search.

A trailer considered a house would not necessarily lose its character as a house if temporarily unoccupied.<sup>8</sup> For example, a trailer is used as a residence (not a vehicle) when the persons ordinarily occupying it are away on vacation. Some people have trailers as vacation homes, occupied only occasionally and not the owner's principal abode, but located at a fixed site and connected to services.

## A Vehicle

Although house trailers were not specifically referred to in *Carroll v. United States*,<sup>9</sup> providing for warrantless searches of automobiles, it can be

concluded that references to vehicles of transportation certainly could incorporate a mobile house trailer. The importance of *Carroll* regarding warrantless searches of mobile house trailers warrants review of that decision.

*Carroll* involved a violation of the National Prohibition Act.<sup>10</sup> That act in part read, "... transporting in violation of the law, intoxicating liquors in any wagon, buggy, automobile, water or air craft, or other vehicle. . . ." [Emphasis supplied.] The U.S. Supreme Court in *Carroll* discussed provisions of that act which demanded possession of search warrants when searching private dwellings. The Court stated that Congress left the way open for searching an automobile or vehicle of transportation without a warrant if the search were not malicious or without probable cause. The Court also commented on cases involving unreasonable searches and said that in none of the cases cited was there any ruling as to the validity under the fourth amendment of a seizure without a warrant of contraband goods in the course of transportation and subject to forfeiture or destruction.

The Court stated that if search and seizure without a warrant were made upon probable cause (a belief reasonably arising out of circumstances known to seizing officers that an automobile or other vehicle contains that which by law is subject to seizure and destruction), the search and seizure would be valid. The Court said they had thus established that contraband goods concealed and illegally transported in an automobile or other vehicle may

---

**"Although house trailers were not specifically referred to in *Carroll v. United States*, providing for warrantless searches of automobiles, it can be concluded that references to vehicles of transportation certainly could incorporate a mobile house trailer."**

---

“... every effort should be made to first obtain a search warrant. If observation or other reliable information strongly indicates the trailer is about to be moved, the warrantless search could be justified.”

be searched for without a warrant. The dissent in the *Carroll* case, discussing the National Prohibition Act, stated, “. . . this section has no special application to automobiles; it includes *any vehicle*—buggy, wagon, boat, or aircraft.” [Emphasis added in bold type.]<sup>11</sup>

In light of the *Carroll* decision, a house trailer being hauled by a motor vehicle could be considered a vehicle of transportation. The same could be true for the house trailer attached to a motor vehicle and readily movable. The question arises as to its status as a vehicle if it is being used on a vacation trip or stored between periods of use.

The Superior Court of Florida in 1965, in a tax case, held a house trailer drawn or capable of being drawn by an automobile or other motor vehicle primarily to carry persons or property over public highways a vehicle even though used to house persons overnight on holidays, or vacations. But when used over longer periods for housing accommodations, it would *not* be considered a vehicle. It would then lose its primary character as a motor vehicle. When parked or stored for an extended period of time but not used for housing accommodations, it would be a vehicle.<sup>12</sup>

### The Motor Home

Although a motor home, a self-propelled unit, is not a trailer in the literal sense, it is used for similar purposes, and some of the legal issues regarding search and seizure are common to both. Accordingly, the following decision pertaining to a

motor home, not a house trailer, is significant.

In *United States v. Miller*,<sup>13</sup> the Tenth Circuit Court of Appeals applied the rationale of *Chambers v. Maroney*<sup>14</sup> and *Carroll v. United States* in holding that a motor home, because of its mobility, may be searched without a warrant when there is sufficient probable cause in circumstances that would not justify a warrantless search of a house. The existence of exigent circumstances justified police action based on probable cause without prior approval of a U.S. magistrate.

In *Miller*, border patrol agents staked out a State park following discovery nearby of a duffelbag exuding the odor of marijuana. The agents observed a large, self-contained motor home enter the park and stop. Later, another vehicle stopped next to the motor home. Four persons were seen leaving the motor home and proceeding toward the Mexican border. Four other persons were seen leaving the motor home walking toward a side of the park where they were joined by still other persons who had come from the direction of the border and were carrying large bags. The agents observed persons carrying these large bags into the motor home. Subsequently, all was quiet for 3 hours. The following morning, the motor home and the other vehicle left the park. The agents stopped the motor home on the highway and conducted a warrantless search. The Tenth Circuit Court of Appeals in upholding this search stated there was a continuing series of criminal acts and under the totality of the facts and circumstances, the search was reasonable. The court

reasoned exigent circumstances existed as in the *Chambers* and *Carroll* cases.

### Conclusion

Assuming sufficient probable cause exists to conduct a search of a mobile house trailer for contraband, weapons, and evidence which may be removed or destroyed, the following should be considered:

#### House Trailer—Vehicle

A house trailer is likely a vehicle under the following conditions: readily movable, resting on its wheels with equipment available to hitch the trailer to a self-propelled vehicle or attached to a self-propelled vehicle, being used for purposes of travel, occupant having no intention of making it a permanent abode, having been occupied and located at a site for a short period of time, and not connected to services.

All or most of these factors being present could bring the house trailer within the *Carroll* doctrine because it is a mobile vehicle and the opportunity to search is fleeting. However, some of the above items may not be known, and if the facts were known, might create some doubt regarding mobility. A good policy is that every effort should be made to first obtain a search warrant. If observation or other reliable information strongly indicates the trailer is about to be moved, the warrantless search could be justified.

The house trailer being drawn and the self-propelled motor home moving on the highway are considered ve-

hicles, and under exigent circumstances, may be searched without a warrant in accordance with the *Carroll* doctrine.

### House Trailer—House

A house trailer should not be considered a vehicle but rather a house under the following conditions: not readily movable, resting on supports other than wheels, equipment not available for attaching to a self-propelled vehicle, not being used for travel purposes, occupant's intention being to make it a permanent dwelling, having been occupied and located on one site for an extended period of time, and connected to services. Presence of these factors indicates the trailer is not mobile and indicates the desirability of a search warrant as if it were a house.

#### FOOTNOTES

- <sup>1</sup> Annot., 42 A.L.R. 3d 602 (1972).
- <sup>2</sup> Hodess & Roberson, "The Law of Mobile Homes" (2d ed. 1965) at 8.
- <sup>3</sup> Ibid. at 3.
- <sup>4</sup> Ibid. at 35, 36. 60 C.J.S., Motor Vehicles, sec. 1 (1969).
- <sup>5</sup> *State v. Couvet*, 111 Iowa 687, 83 N.W. 717 (Sup. Ct. 1900).
- <sup>6</sup> *Aetna Life Ins. Co. v. Aird*, 108 F. 2d 136 (5th Cir. 1939), involved an insurance claim for arson of a trailer. Sibley and Holmes, Cir. J., concurring, took exception where the court indicated a trailer was a building when attached to an automobile on the highway, and stated a trailer on the roads was not a

building, but similar to a railway sleeping car which under ordinary use would be a vehicle and when used as a stationary dwelling or office might be called a building (Trailer was a house as supported by jacks).

*State v. Parson*, 70 Ariz. 399, 222 P. 2d 637 (Sup. Ct. 1950), held in a burglary case that a trailer with wheels embedded in the ground was an office.

*Capitol Aggregates, Inc. v. Walker*, 448 S.W. 2d 830 (Tex. Civ. App. 1969), involved a homestead question. Hughes, J., quoting from the August 20, 1969, issue of *Investor's Reader*, stated, "... mobile homes have not been very mobile for a good many years now. . . . 'Most mobile homes are so big it takes a truck to move them. Some 85 percent of the owners live in them on a permanent basis and 60 percent of the homes stay right at their original site.' The one key element of mobility is they are fully manufactured and equipped at a factory, then towed to their intended location, usually a trailer park." *Lower Merion Twp. v. Gallup*, 158 Pa. Super. 572, 46 A. 2d 35 (1946), *app. dismissed per curiam*, 329 U.S. 669 (1946). *City of Salem v. Trussell*, 3 OrA 465, 474 P. 2d 371 (1970), involved health laws. *In re Wiley*, 120 Vt. 359, 140 A. 2d 11 (Sup. Ct. 1958), involved a zoning matter. (All cases held trailer was a house as supported and connected with services.)

*United States v. One 1953 Model Glider Trailer, Serial No. 33337*, 120 F. Supp. 504 (E.D.N.C. 1954), involved liquor violation. *Clark v. Vitz*, 190 S.W. 2d 736, 737 (Tex. Civ. App. 1945), involved a tax question. *Harden v. Texas*, 417 S.W. 2d 170 (Tex. Crim. App. 1967). (All cases held trailer was a house as supported, connected with services, and "substantial" residency.)

*A & P Mobilehome Court, Inc. v. Town of Groton*, 21 Conn. Supp. 276, 154 A. 2d 243 (Super. Ct. 1959). involved a zoning matter (Trailer was a house as connected with services).

*Town of Montclair v. Amend*, 68 A. 1067 (Sup. Ct. N.J. 1908), *affirmed*, 76 N.J.L. 625 (Sup. Ct.), 72 A. 360 (Ct. Error and App. 1909), involved a lunch wagon in connection with a zoning matter (Spoke of an intention to give it a fixed resting place, therefore, became part of the realty) (Trailer was house as connected with services and intent to make place of business).

*People v. Lederle*, 206 Misc. 244, 132 N.Y.S. 2d 693 (Ct. of Spec. Sess.), *affirmed*, 285 App. Div. 974, 139 N.Y.S. 2d 915, *affirmed*, 309 N.Y. 864, 866, 131

N.E. 2d 284 (Ct. App. 1955), involved a zoning regulation. *Allstate Ins. Co. v. Walker*, 111 Ga. App. 120, 140 S.E. 2d 910 (1965), involved an insurance claim for burglary of a trailer. *State v. Ebel*, 92 Mont. 413, 15 P. 2d 233 (Sup. Ct. 1932), involved burglary of a sheep wagon. 83 N.W. at 717. (All cases cited, trailer was a house as intention to make residence.)

*Evans v. Hughes*, 135 F. Supp. 555, 557 (M.D.N.C. 1955), involved a trespass (Trailer was a house as intent to make residence and "substantial" residency).

<sup>7</sup> *City of Astoria v. Northwang*, 221 Or. 452, 351 P. 2d 688, 690, 691 (Sup. Ct. 1960), involved parking laws. *Biasotti v. Clarke*, 51 F. Supp. 608 (D.R.I. 1943), involved narcotics. (Both cases held trailer not a house though supported, connected with services, and "substantial" residency).

*New York v. Guilianti, reversed*, 10 N.Y. 2d 433, *reversed*, 244 N.Y.S. 2d 4, 179 N.E. 2d 850 (Ct. of App. 1962) (Trailer was used as a construction office and never as a dwelling). *Fuld, J.*, dissenting, held not a vehicle, but primarily used as a field office. In lower court, defendant was fined for not registering trailer under motor vehicle laws. This was reversed by lower appeals court and court of appeals reinstated complaint. Annot., 96 A.L.R. 2d 255 (1964) (Trailer not a house though supported on blocks).

*Cann v. Montgomery*, 210 S.W. 2d 255 (Tex. Civ. App. 1948), involved a homestead question (Trailer on wheels not a house though "substantial" residency).

*Town of Marblehead v. Gilbert*, 334 Mass. 602, 137 N.E. 2d 921 (Sup. Jud. Ct. 1956), involved a zoning matter (Trailer was not a house though connected with services and intent to make residence).

*Simmons v. State*, 234 Ind. 489, 129 N.E. 2d 121 (Sup. Ct. 1955), involved arson (Trailer was not a house though on blocks and intent to make residence).

<sup>8</sup> *Alderman v. United States*, 394 U.S. 165 (1969).

<sup>9</sup> *Carroll v. United States*, 267 U.S. 132 (1925).

<sup>10</sup> Act of August 27, 1935, Pub. L. No. 74-347, Title I, Sec. 1, 49 Stat. 872. "74—" means "74th Cong." repealed Act of October 28, 1919, c. 85, Title II, Sec. 26, 41 Stat. 315.

<sup>11</sup> *Supra* footnote 9 at 146, 149, 151, 153, 166.

<sup>12</sup> *Palethorpe v. Thomson*, 171 S. 2d 526, 531 (Sup. Ct. of Fla. 1965).

<sup>13</sup> *United States v. Miller*, 460 F. 2d 582 (10th Cir. 1972).

<sup>14</sup> *Chambers v. Maroney*, 399 U.S. 132 (1971).

(Press release 2-15-74)

## BOMBING INCIDENTS—1973

According to preliminary figures, there were 1,936 bombing incidents reported throughout the Nation, Puerto Rico, and the Virgin Islands during calendar year 1973. Of these incidents, 984 involved the use of explosive bombs while the other 952 were incendiary attacks. A total of 2,572 devices were used in connection with the bombing situations. Explosive devices numbered 1,214 and incendiary 1,358. A total of 185 persons were injured and 19 deaths were reported in connection with these bombing attacks.

Geographically, the Western States reported 824

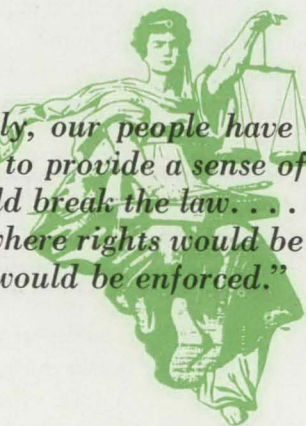
bombing incidents during 1973, the North Central States 469, the Southern States 357, the Northeastern States 262, Puerto Rico 23, and the Virgin Islands 1.

The leading targets during the year were residences with 575 attacks. Commercial operations and office buildings were victims of 462 bombing attacks. Vehicles were targets of 223 reported incidents. School equipment and facilities were victims of 180 attacks. Ninety attacks were against law enforcement personnel, buildings, and/or equipment. The remaining incidents involved other miscellaneous targets.

# The Challenge of Crime and the Courts:

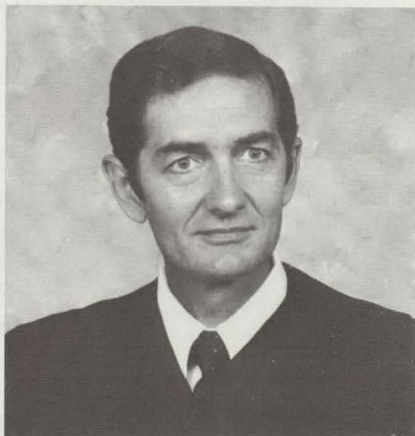
## KEEP THE FAITH

*"Traditionally, our people have looked to our judicial system to provide a sense of security from those who would break the law. . . . The court was the sanctuary where rights would be protected and society's rules would be enforced."*



By  
**HON. J. CLIFFORD WALLACE\***  
Judge  
U.S. Court of Appeals  
Ninth Circuit  
San Diego, Calif.

\*This article is based on a speech given by Judge Wallace at the Fourth Lindley Legal Lecture at San Diego, Calif.



Crime is big business. In 1972, in the United States, there was a murder every 28 minutes, a forcible rape every 11 minutes, and a violent crime every 38 seconds. In the period from 1967 through 1972, incidents of forcible rape increased 70 percent, murder 53 percent, and violent crimes 67 percent. Preliminary figures indicate that during the first 9 months of 1973, as compared with the same period in 1972, incidents of forcible rape increased 8 percent, murder 5 percent, and violent crimes 3 percent.

### *The Fear of Crime*

Few of us, however, are directly involved with crime. To most Americans, it is not crime which affects us—but the fear of crime. A dark street is not a place of seclusion for meditation—but rather like a scene from a gripping drama where fantasy makes the lurking possibility of attack almost real. Simple locked doors, once the assurance of a night's rest, are being replaced by burglar-proof special devices: bolts, chains, and alarms. Where our theory once was that bars are on prisons to keep unfits in, more and

more, we see them on homes to keep criminals out.

In the not too distant past, the mere availability of a local constable was a positive deterrent to crime. Now, in spite of the multiplication of the number of well-trained, dedicated men committed to the protection of society, Wall Street experts estimate that citizens and businesses spend \$2 billion annually on private security and crime control. A stroll through the neighborhood, once a pleasant postdinner pastime, is often now done only at one's peril. The statistical fact that we probably will not become victims does not diminish the fear. Like Russian roulette, the single bullet in the revolver's chambers *might* be fired. No mass of figures on probability can calm a troubled breast when one recognizes: someone will be victimized by crime and I am not exempt.

Nor is there any indication that our environment will cause the already whipped flames of fear to be extinguished. Violence, once shunned, is too frequently applauded. Massive fatalities in war-torn countries, headline-producing bloody riots, and reported violence of every description are constant items in the newspapers and on television. Continuous repetition seems to make more reasonable the notion that I may be in line for the victim circle.

How can such a fear be dissipated? With unique minds and vast resources that have placed a man on the moon, it seems strange that we cannot devise means which result in people feeling secure from the threat of vandals.

### ***The Judicial System***

Traditionally, our people have looked to our judicial system to provide a sense of security from those who would break the law. It is not enough to have an army of law enforcers—some of the most criminal societies have been dominated by an

armed guard. It was a belief in the fundamental rule of law that was the necessary bulwark upon which a feeling of protection was founded. The court was the sanctuary where rights would be protected and society's rules would be enforced. People could feel that wrongs would be made right—that those who broke the law would receive an appropriate punishment—that justice would be the end result in the court of law.

Those idealistic concepts of yesteryear are not generally shared by today's generation. Not only are they unsure that justice is being administered, but frequently there is an active distrust of the judicial system. Thus, the instrumentality that could, should, and did provide amelioration of the fear of crime, not only loses its sensitive role, but becomes an additive factor to the basic uneasiness. From trust to disenchantment can be a gigantic and traumatic step.

There can be and probably are many reasons for this change in attitude toward the courts. The almost instant replay of news makes each vastly more informed in an amazingly short period of time. What happens to defendants in Chicago, Berkeley, or New York City is instantaneously relayed to the American public. When a Federal circuit judge is convicted, albeit for activities prior to appointment, the judicial system suffers the immediate repercussions. Then too, we judges cannot be oblivious to the fact that many of our ills are self-created and self-perpetuated. That improved communication makes them more obvious is not a vice of the media.

Prolonged delays have caused added disenchantment. It has taken many months to indict and bring to trial some defendants—only to have them acquitted and assail the system from their new-found platform of notoriety. The story is told of one attorney who was asked whether he

specialized in any part of the law. He replied affirmatively and stated he was a personal injury lawyer. Upon being asked how many cases he had tried, he replied: "None, I have been admitted to practice for only 5 years." That story might be amusing except that in some areas, it is too close to fact. There is great truth in the oft-quoted statement: "Justice delayed is justice denied." How can respect for a system be maintained when years can pass with no opportunity to find redress for a claim?

### ***Loss of Faith***

But regardless of the manifold reasons for the change of attitude toward the courts, the critical fact is that it has changed. And fear of crime has not been the only result. I believe loss of faith in the courts has caused us to be, at times, tolerant of crime. For example, when there is a loss of respect for, and trust in, the courts, many feel less restraint to teach and preach the desirability of selective lawlessness. If a group feels certain laws are discriminative against its group, there frequently appears a militant who disavows the traditional resort to the courts and demands that the law be broken to demonstrate that the law is wrong. But if each of us were to follow the same theory of disobeying those laws with which we disagree, anarchy would be the obvious result. If only people could once more feel secure that just grievances would be resolved speedily in the courts, the militants, who want to wage battle, would find fewer listening ears and a now largely apathetic public would respond with a united front which would tear away

***"I am firmly convinced that disrespect for the judicial system results in more crime."***

*"With the great change in our population, the complexity of our society and our advanced technology, we would be remiss if our judicial procedures were not carefully reviewed to see if improvements might better serve our people."*

their artificial cloak of acceptability. Then lawbreakers would be treated for what they are.

I am firmly convinced that disrespect for the judicial system results in more crime. The pillar of the court has always been an ultimate concept that right shall be done. Even under conditions of privation, the belief that right and justice will prevail is a concept to which the downtrodden and misused can cling. Examples are legion in religious history where great adversity was overcome with no hint of rebellion against the rules because of a basic and fundamental belief that all will be made right either here or hereafter. But once stripped of that sustaining belief, deviations from law occurred.

Similarly here, many privations can occur and difficulties coped with if there is a belief that somewhere in this country, ultimately, wrongs will be erased and replaced with just results. To so many, the courts fulfilled this basic need. But with a diminishing effectiveness by our judicial system to fulfill this need, that restraint was similarly diminished. Then the resort to self-help becomes easier for the individual and he turns to crime. Because his peer group often suffers from a similar loss of faith, he is not shunned as a leper, but frequently applauded as a hero.

The critical nature of this attitude change comes even more into focus when we consider the role of the courts in our American society. There is absolutely no way our form of government can succeed unless the people generally believe in it. We will always have minority dissent by those who disagree—from speechmakers in public squares to bank robbers. But a ba-

sic requirement of our system is that people generally, genuinely believe that differences can be settled and the guilty convicted in the courts. Without it, more than a small minority will turn to crime. Our system works only because, and will work only as long as, the vast majority wants to obey the law. What Charles L. Gould, publisher of the San Francisco Examiner, said of law is equally true of its custodian—the courts. Said he: "I am also aware of the fragile nature of the fabric of laws in a free society. They are held together by faith. Weaken that faith and you weaken the system." The Chief Justice of the U.S. Supreme Court, Warren E. Burger, put this concept into focus when he said:

A sense of confidence in the courts is essential to maintain the fabric of ordered liberty for a free people and three things could destroy that confidence and do incalculable damage to society:

That people come to believe that inefficiency and delay will drain even a just judgment of its value;

That people who have long been exploited in the smaller transactions of daily life come to believe that courts cannot vindicate their legal rights from fraud and over-reaching;

That people come to believe the Law—in the larger sense—cannot fulfill its primary function to protect them and their families in their homes, at their work, and on the public streets.

### **Balanced View Needed**

With an understanding of, and confronted by this critical need for, rede-

veloping faith in our courts, we would indeed be foolish if we fail to reexamine our judicial system. Merely hoping, in an ostrichlike head-in-the-sand manner, for some panacean change can solve nothing. Yet nothing before has motivated a careful analysis which has resulted in substantial improvements. Procedural changes have been minimal in the last 200 years. Except for the adoption of the Federal Rules of Civil Procedure a generation ago, our judicial processes for resolving controversies have been essentially static for two centuries. There is great virtue in stability and practicability in the law itself, but our methods—our implementation of the law—are not holy writ. Traditions, if meaningless and useless, cannot be allowed to be impediments to the institution from which they grew. With the great change in our population, the complexity of our society and our advanced technology, we would be remiss if our judicial procedures were not carefully reviewed to see if improvements might better serve our people.

And yet such an analysis must be one that recognizes the good qualities of the institution. Our system of justice stands paramount in the world. You need not travel many miles to make significant comparisons. Our system, by comparison, has unquestioned merit. Then too, I have great respect for its servants. I have seen judges put in more hours in more difficult pursuits than they did in private practice where their monetary returns were substantially more. While there are unfortunate examples to the contrary, most judges are dedicated men doing their best to serve the institution they love. My observation and ex-

perience have led me to the firm conviction that the basic judicial system is right, that great good has been and is being accomplished, and that minor adjustments, not amputation, are required. We still have the greatest system of justice man has yet devised.

More time needs to be spent in telling the complete story of our courts. More newspaper and magazine articles should have titles of "What Is Right About the Courts." Somehow, the negative examples must be balanced by the thousandfold examples of the successful administration of justice.

Perhaps what is needed is a greater understanding by people generally of the problems faced by our courts and how we deal with them. There is an Indian saying: "I will never judge a man until I have walked in his moccasins for 30 moons." If we judge the judicial system by the limited examples which stir newspaper headlines, we are no better than the five blind men who attempted to describe the elephant by feeling only one part. And yet, if the public were conversant with the problems, their causes and results, the community frustration would be substituted by enlightened concern. Like death, the problem is in not understanding what is going on. I am convinced that if we explored each such problem and understood its cause and what is being done and can be done, any disillusionment would be ameliorated. Then, our faith in our system would be rekindled. It could then once more become a source of security in a troubled time. It could decrease our fears and apprehensions.

### ***Meeting the Challenge***

To provide this knowledge and insight to all Americans, from the ghetto to Wall Street, is a Herculean challenge. It would require America's best. But the great advances in idea transmission, pioneered in the fields

***"... the basic problem in our system of justice is not the system—but the attitude of people toward the system."***

of education and the media, provide a means far better than ever before known to meet this immediate need. The question is, will educational institutions and the media measure up to meet this challenge?

But it cannot end there. Knowledge alone is not sufficient. I am convinced that the basic problem in our system of justice is not the system—but the attitude of people toward the system. Pogo, the comic strip character, in paraphrasing a speech of a famous general said: "We have met the enemy, and it is us." It is our attitude which must change. Then, as our attitude changes, we must take the lead to convert others to a positive response to our courts.

Chief Justice Burger epitomized the point when he stated:

We need not rely on Dr. George Gallup or Mr. Louis Harris to know that the public is deeply aroused and disturbed about the state of justice and all its works. We must believe that if the people are fully informed they will make the right decisions and to be sure the public is informed it is imperative that the Bar share the leadership for court improvement with all segments of the public—with leaders of Labor and Industry and with civic and community organizations. To break out of the mold of obsolete patterns of court organization, the whole people—not just lawyers—must be drawn into the programs for change.

The business of the court is the business of all of us. Our liberty, our freedom, our defense to fear are

largely bound up in our system of justice. It is the whole cloth from which all of our rights are taken and which protects them. For our sake and that of our children, we cannot fail. Therefore, it is most important that we keep the faith. There are yet more troubled times ahead for our system of justice. Those who would pervert it are not defeated. Those who would unjustly malign it are not silenced. Those who would misuse it are still very active. But above all, we need the firm faith of our forefathers to carry us across the troubled seas. I am unalterably convinced that our basic judicial document, the Constitution, was divinely inspired. With God's help and our faith in it, the system which grew from it will serve us well. FBI

---

## **WHAT MAKES A GOOD POLICE OFFICER?**

*(Continued from page 11)*

about the cancer of crime in our communities. We must be more ready to personally do our share to help make a crime-free society.

That's why I am so happy to be here this evening. Not alone to honor these brave officers, but because you, as concerned citizens of Alabama, through this banquet are doing your share to show law enforcement in this State your appreciation, concern, and support.

What makes a good officer?

It is those qualities of integrity, dedication, and loyalty to a principle, those qualities which compel the officer to go the extra mile, to conduct the extra interview, to undertake the extra assignment to protect you. These are truly men of an "extra dimension" here tonight—they embody the highest qualities of their profession. I again salute them! FBI

# CRIMESCOPE

*Per routing slip from Ralph Engelmeier*

## FIREARMS IDENTIFICATION BOOKLET



Due to the widespread interest shown by law enforcement agencies throughout the country, the FBI is in the process of revising the booklet "A Visual Aid for Firearms Identification." The booklet pictorially represents those basic types of guns most frequently used by criminals and may enable witnesses, unfamiliar with firearms, to identify as well as eliminate a certain firearm as having been utilized during the commission of a crime. The revised edition includes some guns which have come into more common use since the booklet was last printed.

Copies of the revised booklet will be made available to all duly authorized law enforcement agencies, and a notice will be printed in the BULLETIN when copies are available.

*(Press Release: 2-8-74)*

## BANK ROBBERIES AND INCIDENTAL CRIMES

The FBI has initiated a program to periodically analyze the statistics concerning violations of the Federal Bank Robbery and Incidental Crimes Statute, bank violations investigated under the Hobbs Act, and bank fraud and embezzlement violations for the assistance of Federal regulatory agencies which supervise federally insured financial institutions.

The first such analysis, which covered the period July 1, 1973, to December 31, 1973, determined there were 1,681 violations of the Federal Bank Robbery and Incidental Crimes Statute. Known to be involved in these offenses, which included 1,349 robberies, 178 burglaries, and 154 larcenies, are 2,469 persons.

*(Press Release 2-8-74)*

## HOBBS ACT

During the period July 1, 1973, to December 31, 1973, the FBI investigated 126 violations under the Hobbs Act which as it pertains to federally insured financial institutions applies to many of those instances where extortionate threats are made against employees of financial institutions and their families in efforts to illegally obtain funds from the institutions. In many instances, the facts, because of their nature, do not lend themselves to eventual prosecution of the perpetrators under the Federal Bank Robbery and Incidental Crimes Statutes; therefore, investigation and prosecution are undertaken under the Hobbs Act, which in essence, prohibits interfering with commerce by robbery, extortion, or attempting or conspiring to do so.

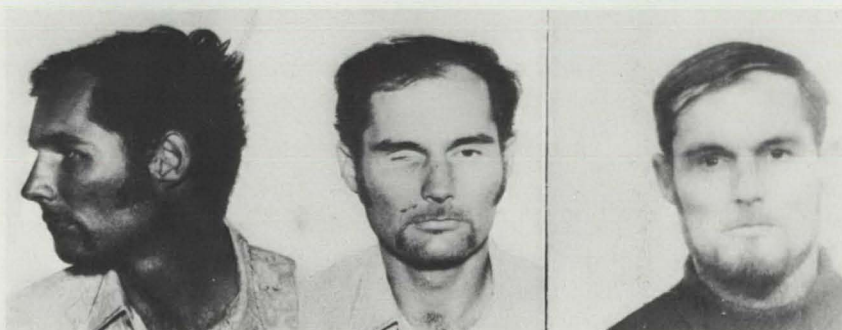
During the commission of the 126 bank crimes which occurred during this 6-month period, the perpetrators utilized violence on 10 occasions. There were two instances involving explosions and eight other forms of violence, which would include beatings and assaults.

*(R.E. Long to Gebhardt memo, 1-22-74, captioned LEB)*

## DESTRUCTION OF INTERSTATE PROPERTY

The FBI investigates possible violations involving willful destruction or injury to property carried as cargo by common or contract carriers by rail, motor vehicle, or aircraft moving in interstate or foreign commerce. Such matters violate Section 1281, Title 15, United States Code, which provides a penalty of a maximum fine of \$5,000 or imprisonment for 10 years, or both. This statute contains a double-jeopardy condition (Section 1282, Title 15, United States Code) which provides that prosecution of these matters by local authorities would bar Federal prosecution for the same activity. Vandalism which does not destroy or injure property carried as cargo is subject to investigation and prosecution by local law enforcement agencies.

# WANTED BY THE FBI



**KENNETH ANTHONY ZADEL**, also known as **B. M. McFarland**, **Brian McFarland**, **George Smith**, "Deadeye," "One-eyed Jack," "Red"

## Interstate Flight—Murder; Attempted Armed Robbery

Kenneth Anthony Zadel is being sought by the FBI for unlawful interstate flight to avoid prosecution for murder and attempted armed robbery. A Federal warrant for his arrest was issued on January 26, 1971, at Newark, N.J.

On December 8, 1966, Zadel reportedly attempted to rob a tavern in Irvington, N.J. Zadel allegedly killed the owner and made good his escape.

### Caution

Zadel reportedly carries a pistol in an attaché case and should be considered armed and dangerous.

### Description

Age ----- 38, born March 11, 1936, Chicago, Ill.

Right thumbprint.



Height ----- 6 feet 3 inches.  
Weight ----- 220 pounds.  
Hair ----- Red.  
Eyes ----- Hazel.  
Complexion ----- Medium.  
Race ----- White.  
Nationality ----- American.  
Occupations ----- Bartender, laborer, and salesman.

Scars and marks ----- Right eye missing.  
Remarks ----- Reportedly wears artificial right eye, hair may be shoulder length, and may wear beard.  
FBI No. ----- 879,357 A.  
Fingerprint classification -- 22 M 9 T OO 17  
L 1 T OO

### Notify the FBI

Any person having information which might assist in locating this fugitive is requested to notify immediately the Director of the Federal Bureau of Investigation, U.S. Department of Justice, Washington, D.C. 20535, or the Special Agent in Charge of the nearest FBI field office, the telephone number of which appears on the first page of most local directories.

**FOR CHANGE OF ADDRESS ONLY**  
(Not an Order Form)

**Complete this form and return to:**

**DIRECTOR**

**FEDERAL BUREAU OF INVESTIGATION**

**WASHINGTON, D.C. 20535**

NAME

TITLE

ADDRESS

CITY

STATE

ZIP CODE

## GET THE LEAD OUT

**T**he FBI has, for some time, been aware of the hazard of lead poisoning which exists in many indoor firearms ranges. In the interest of protecting law enforcement personnel, this situation has been discussed with many police administrators and firearms officers throughout the country. However, we feel that **BULLETIN** readers should be reminded of the great danger posed by indoor ranges which have inadequate ventilation.

Dangerous gases containing lead from fired bullet cartridges can collect in the air on firearms ranges and be absorbed by officers when they breathe. The poisoning from these gases, if untreated, can result in damage to internal body organs.

One case of poisoning by gases from discharged bullets was reported in Montreal, Canada. Nineteen police officers were hospitalized for lead poisoning treatment after they complained of tiredness, loss of weight, and periods of amnesia.

*Inc. let. from Philip W. Maher Jr.  
1-29-74, & outgoing let to Mr. Maher,  
2-12-74*

UNITED STATES DEPARTMENT OF JUSTICE  
FEDERAL BUREAU OF INVESTIGATION  
WASHINGTON, D.C. 20535

OFFICIAL BUSINESS

ADDRESS CORRECTION REQUESTED



POSTAGE AND FEES PAID  
FEDERAL BUREAU OF INVESTIGATION

JUS-432

THIRD CLASS



## INTERESTING PATTERN

This interesting pattern consists of two loop formations with a single delta location between the two loops. A pattern of this type is given the arbitrary classification of a tented arch.