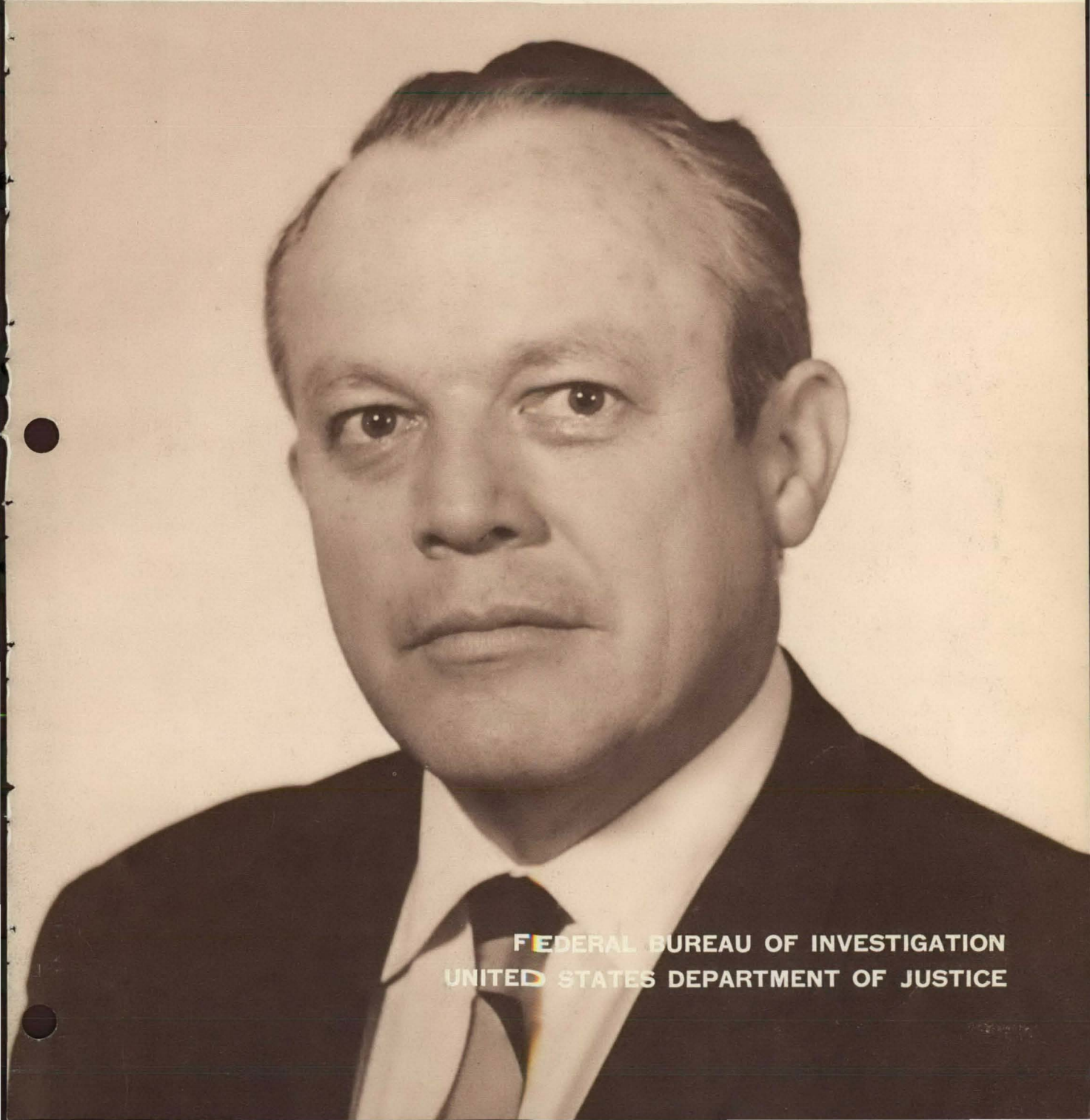


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AUGUST 1972



FBI

LAW ENFORCEMENT BULLETIN



FEDERAL BUREAU OF INVESTIGATION
UNITED STATES DEPARTMENT OF JUSTICE

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MESSAGE FROM THE ACTING DIRECTOR . . .

. . . To All Law Enforcement Officials

ONE OF THE GREAT FAITHS of a democratic society is its belief that it can protect itself without forfeiting individual freedom. Frequently expressed fears over the simplicity of this proposition are not misplaced, for the balance between freedom and the essential maintenance of law and order in a democracy is necessarily delicate. And, it will always be so.

Without order, the scales of freedom would certainly tip toward anarchy. Unreasonable restraints on freedom would surely encourage a shift toward totalitarianism. The delicate balance between freedom and the essential restraints to establish order must be zealously guarded lest one override the other.

Order is governed by observance of duly enacted laws, while freedom in a democracy can only be limited to the legitimate and responsible aspirations of the individual. The two must grow together with a mutual respect for their importance in our country's heritage.

Law enforcement has a vital role in maintaining the delicate balance between freedom and order. It must protect both without favoring either. This is a significant responsibility, but not an enviable assignment. More often than not, no matter how careful and correct, law enforcement's

discharge of its duties will provoke harsh criticism on both sides.

The FBI, particularly, over the years has drawn much attention to its role in a democratic society. Some have viewed FBI jurisdiction as expansive and encroaching on individual freedoms. Others, just as vocally, have argued for programs which would cast the FBI along the lines of a national police force. There is no reason to question the sincerity of either position, for each mirrors the proper and continuing public concern over the protection of democracy's delicate balance—on the one side from excessive police power and on the other from irresponsible freedom.

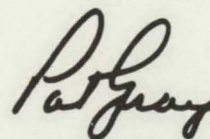
FBI jurisdiction is in fact carefully circumscribed by specific legislation and directives that define its duties. The FBI will not, under my direction, violate the boundaries of its authority, nor will it become the equivalent of a national police force. In this intent I can do no better than my distinguished predecessor, J. Edgar Hoover, who throughout his remarkable career was recognized by friend and foe alike as a steadfast opponent of proposals which could have easily reshaped the FBI into a huge agency with unlimited investigative powers.

MESSAGE

The centralization of far-reaching police authority has no place in a democratic society. Our framework of city, county, and State governments has developed a network of dedicated law enforcement agencies that are responsive to the individual needs of their communities and are accountable to the elected officials of those jurisdictions. Together with Federal law enforcement these local departments have, through cooperative programs, provided efficient and

effective performance in the pursuit of national goals.

Cooperation among law enforcement is the best guarantee that alien concepts of centralized police power will never gain a foothold on these shores. The FBI is unalterably and enthusiastically committed to cooperation in all law enforcement efforts. Only in this spirit may our profession serve society with reason and concern for its democratic legacy and with the ability indispensable to its protection.

A handwritten signature in dark ink, appearing to read "Pat Gray", written in a cursive style.

L. PATRICK GRAY, III
Acting Director

AUGUST 1, 1972

FBI National Academy Graduation

"It is vital that effective law enforcement continue to improve in this and our sister nations if we are to continue to call ourselves 'civilized' peoples."



Senator Roman L. Hruska.

The FBI "... National Academy has been a principal means by which there has developed a close working relationship and understanding among all levels of law enforcement in this nation."

Acknowledging the importance of the Academy's role in law enforcement cooperation was the Honorable Roman L. Hruska, U.S. Senator from Nebraska, in his address to the graduates of the 89th session of the FBI National Academy on June 7, 1972, at Washington, D.C.

Noting that the Academy's programs since its beginning in 1935 have been a "great success," Senator Hruska continued that he knew "... this class will add measurably to this excellent record. Not only have you

learned of the latest in police techniques and about the resources available to you at the national level, but you have come to see how many others are meeting and solving problems common to all professionals in your field. This knowledge should serve you well. It will serve your communities well, also. It is vital that effective law enforcement continue to improve in this and our sister nations if we are to continue to call ourselves 'civilized' peoples."

Highlighting "outstanding and notable historical events" that occurred during the graduating class training period—the death of former FBI Director J. Edgar Hoover, the appointment of Mr. L. Patrick Gray, III, as Acting FBI Director, and Pres-

ident Nixon's visit to the Soviet Union—Senator Hruska endorsed Mr. Gray's selection as an "outstanding choice." "I know," said the Senator, "he will see that the Bureau continues its record of exemplary service to the nation."

Senator Hruska then asked rhetorically if the recent negotiations and agreements by the President with the Russians had compromised Mr. Hoover's lifetime convictions on the "wickedness" and "evils" of communism. It was his view that they did not, for as he noted: "... let us remember that President Nixon also has a long record of one who has studied and learned about Communism. He has fiercely battled it here in America. He has lost none of his keen awareness of its goals, missions and dangers against America and the free world."

Out of the President's visit to the Soviet Union and the resulting deliberations with that country's leaders, Senator Hruska saw progress "... being made toward a world which will witness the settlement of national differences by negotiation, not by force—a world in which nations will learn to live with their differences, so that their sons will not have to die for those differences."

Referring to another position steadfastly held by Mr. Hoover during his lifetime, "... that a national police force or foundation or suggestion thereof would be unacceptable in America," the Senator said he shared this "... profound and correct interpretation of the constitutional concept which is the foundation for our government in America. ..."

"Law enforcement in the United States is primarily a state and local function—a state and local responsibility."

He continued that "[l]aw enforcement in the United States is primarily a state and local function—a state and local responsibility." "... [F]ederal participation has been designed to confine itself within the major proposition of primary responsibility for law enforcement in the hands of state and local authorities," said the Senator.

In conclusion, Senator Hruska told the graduates that their "... training ... has been geared to improving your capacity to fit into the system of law enforcement based upon state and local efforts ... [and] ... is a continuation of a process whereby you can employ fruitfully and effectively that additional knowledge together with your previous experience so as to fit in this vast and important pattern of law enforcement throughout the United States."

Senator Hruska, as the principal speaker at the graduation ceremonies, was introduced by Acting Director Gray. Mr. Gray also counseled the

The FBI is "... fully aware that one of the great strengths of our society ... lies in the quality of the law enforcement effort on the local level."

graduates that their "... personal standing among your fellow citizens is vital to your effectiveness in carrying out your duties. You must command respect. Respect that is earned through knowledge, competence, understanding, and commitment to your profession. In this way you can ... count on the solid support of your fellow citizens." He also assured them they would have the support and cooperation of the FBI which is "... fully aware that one of the great strengths of our society ... lies in the quality of the law enforcement effort on the local level. We want to help in enhancing that quality for the benefit of all citizens of this land of ours."



Insp. William L. Hart, Detroit, Mich., Police Department, receives his diploma from Acting Director Gray as Insp. Thomas J. Jenkins, now Assistant Director of the FBI Training Division, looks on.

Lt. Col. Archie Van Winkle, president of the National Academy graduating class and Director of Security and Law Enforcement for the U.S. Marine Corps, had been elected spokesman for the 89th session. In his address to his fellow classmates, Colonel Van Winkle challenged them to "professionalism and high competence" in the performance of their responsibilities. He also called upon the public, through the visitors in attendance at the graduation, "... to think seriously of the support and assistance that we as peace officers must have to do our job."



Lt. Col. Archie Van Winkle.

"We," summed up Colonel Van Winkle, "the members of the 89th Session of the National Academy, marking the end of one era and a start of another, with appreciation for the work of John Edgar Hoover and best wishes for success to Mr. L. Patrick Gray, ... pledge ourselves to the fulfillment of the challenges of law enforcement for you, for the Nation, and for the world."

Among the distinguished guests introduced by Mr. Gray were Senator Hruska's wife Victoria; Mrs. Davis, wife of Dr. George R. Davis, Pastor of

"We, the members of the 89th Session of the National Academy . . . pledge ourselves to the fulfillment of the challenges of law enforcement for you, for the Nation, and for the world."

the National City Christian Church, Washington, D.C., who gave the invocation and benediction; Hon. James J. Rowley, Director, U.S. Secret Service, Washington, D.C.; Hon. James M. Slavin, Director, Traffic Institute, Northwestern University, Evanston, Ill.; Maj. Clarence H. Hoffman, Kansas City, Mo., Police Department and president of the FBI National Academy Associates; and Gen. Jack A. Albright, U.S. Army Strategic Communications Command, Fort Huachuca, Ariz. The U.S. Marine Band presented a musical program.

With the graduation of the 100-

member class of the 89th session, a total of 6,134 law enforcement officers have attended the Academy since it was founded 37 years ago. Of this number, nearly 900 hold top executive positions in their agencies. There are 221 graduates from 47 foreign countries.

The graduating class had among its members 12 chiefs of police and one sheriff. In addition to officers from Guam, Puerto Rico, the Bahamas, Korea, Lebanon, Panama, the Philippines, the Republic of China, Singapore, and Thailand, officers in the class represented many local, State, and

(Continued on page 25)



Acting Director Gray congratulates Sgt. John G. Reed, Juneau, Alaska, Police Department, on receipt of his diploma.

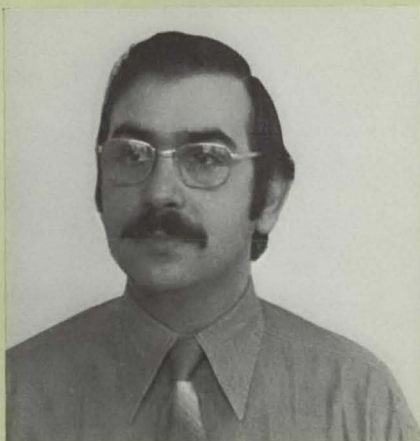
FORENSIC ODONTOLOGY TODAY— A “NEW” FORENSIC SCIENCE

“There is a small, but ever-growing, nucleus of dentists in this country today who have been trained to respond to the needs of the law enforcement officer, the legal profession, and the forensic pathologist.”

By

LOWELL J. LEVINE, D.D.S.*

Consultant in Forensic Dentistry,
Office of Chief Medical Examiner,
New York, N.Y.



The forensic odontologist today can be a very valuable and will be a contributor to the law enforcement officer's pursuit of justice. Historically the dentist has been a casual contributor to the medicolegal investigation. He became involved in this process usually by a twist of fate. Either a patient of his became the focus of an investigation in which that patient's dental records were needed, or a mass disaster occurred nearby and the dentist's talents were needed to chart remains for identification purposes. Unfortunately, the dentist, after gaining the experience and knowledge, usually faded from the medicolegal scene promptly, for lightning rarely struck twice in the same location.

*Dr. Levine is also clinical assistant professor of forensic medicine at New York University School of Medicine and clinical assistant professor of operative dentistry at the Brookdale Dental Center of New York University.

The forensic odontologist has much more to offer to the process of criminal justice in the United States today than the recognition of the otherwise unidentifiable remains of a patient or a number of dental charts in a mass disaster. There is a small, but ever-growing, nucleus of dentists in this country today who have been trained to respond to the needs of the law enforcement officer, the legal profession, and the forensic pathologist. Our job basically involves evaluating physical dental evidence and making comparisons involving this evidence. We work on problems involving identification, bite marks, and dental and oral injuries. We are equally at home at the crime scene, in the laboratory, and in the courtroom.

It is most important for the dentist to be included as a regular member of the investigative team. He will gain the experience, knowledge, and maturity to make a maximum contribution from the evidence he reviews. The law enforcement officer will gain the sophistication to demand the maximum from the forensic odontologist. The cases to be described have resulted from an atmosphere of mutual cooperation, respect, and understanding among the members of the investigative team at the Office of Chief Medical Examiner, City of New York.

Teeth as Weapons

The most tantalizing cases to study are the bite marks left in human tissue during homicides. Although the literature contains scarcely a dozen cases, we have examined over 30 bites in human tissue of homicide victims in the past 3 years.

As long as there have been human beings, human teeth have been used as weapons. As weapons, they have a unique feature: the wounds left by teeth are specific to the person who inflicted them.

Because of factors such as malalignment, malposition, spaces, wear, fractures, missing teeth (unerupted or fractured), malformation, dental restorations, and the like, the human dentition is quite individual. A pattern left by a bite in the proper material is unique to that set of teeth. Unfortunately, human tissue is not the ideal material with which to make an impression of teeth. It is soft, yielding, elastic, three dimensional, and totally unreproducible for comparison purposes. The bite marks left in human tissue must therefore be interpreted by a skilled forensic odontologist exper-

ized one group. The other group included "abused child" homicide victims. The greatest number of bites we noted in a sexually oriented case was three. As many as nine bites were found on a child.

We classify the bites, according to the quality of their impressions, as "excellent," "good," "fair," or "poor." An excellent bite on the body of a rape-homicide victim allowed us to exclude two of the three suspects. We could not exclude the thousands of others who could have committed the crime. It did, however, save many valuable hours of police investigation.

"Bite mark evidence at this time must be considered supportive. It is the job of the forensic odontologist to develop it. It is the job of the law enforcement officer and prosecutor to decide how it will be used."

ience in examining this type of case.

Although we may personally feel more strongly, we have chosen terminology to report our findings based upon our status as responsible forensic scientists. Until we can collect enough case material to give us a broad scientific base, we have chosen to say, "The bite mark is/is not consistent with the dentition of the suspect."

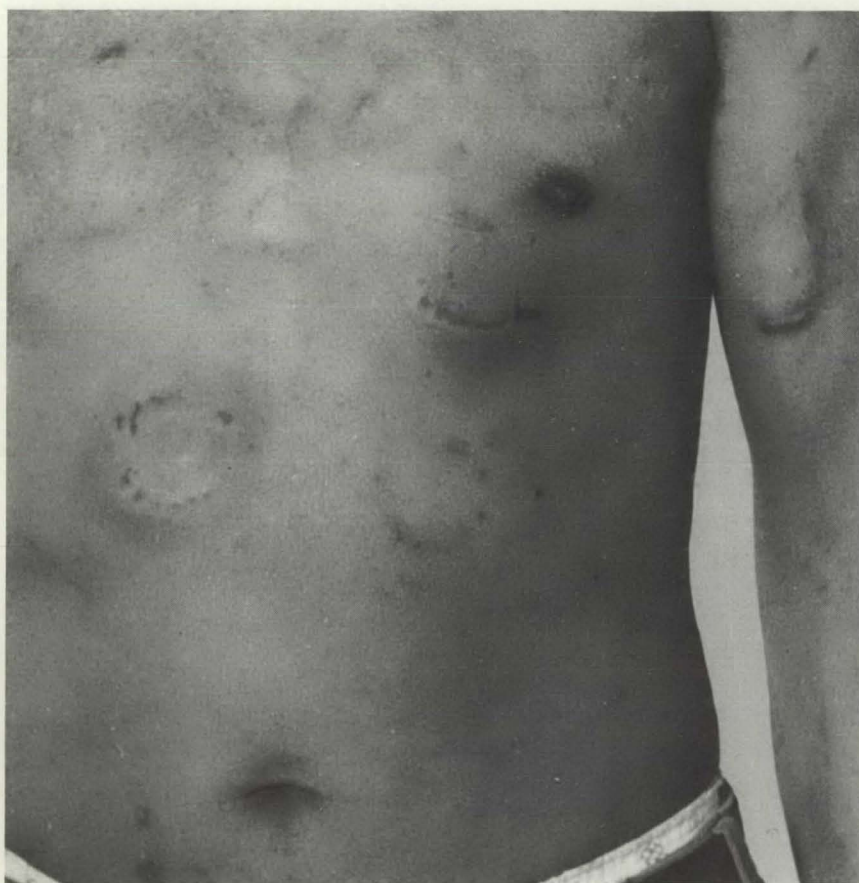
Bite Mark Interpretation

The value of bite mark interpretation lies in the ability of the forensic odontologist to rapidly include or exclude a particular suspect in a homicide (rape, assault) investigation. Our findings, however, could be quite specific depending upon the circumstances of a particular case.

Bites we have examined were left almost exclusively in two types of homicides. Sexual activity, both heterosexual and homosexual, character-

The poor quality bites we found about the body of a 7-month-old homicide victim allowed us to exclude all suspects but one. Typically, the field of suspects in the murder of infants is quite limited. Only a small number of adults or children have the exclusive opportunity to attack the child. In this case our field of suspects included an adult male, an adult female, and two siblings, aged 3 and 4 years. Based upon the size of the dental arch in the bites, we were able to exclude the children and one of the adults. Only one suspect remained.

It is quite valid to state that a bite does not necessarily prove a murderer. A serological grouping of semen in a rape-murder does not prove a person is a murderer either. Bite mark evidence at this time must be considered supportive. It is the job of the forensic odontologist to develop it. It is the job of the law enforcement officer and prosecutor to decide how it will be used.



Multiple bite marks on the chest and abdomen of a homicide suspect were in various stages of healing. The two most prominent were less than 24 hours old.

The character of the bite marks seen in the sexually associated homicide are quite different from those seen on the "battered child." The former seem to have been inflicted in a slow and sadistic manner and exhibit excellent detail. The children were seemingly bitten in a rapid, random, enraged manner leaving tissue laceration, diffuse areas, and poor detail (figs. 1 and 2). It is paradoxical at this time that, because of the state of the science, the poor bites are often more valuable than the excellent bites based upon the circumstances of the case.

Procedures

We have developed a standard approach to the examination of this type of case. We take saliva washings of

the bite with a cotton swab moistened in saline. The washing is begun at the periphery and worked inward with a circular motion. As each swab is used, it is stored in a stoppered glass tube and given to the serologist for grouping. Normal evidence-marking procedures are followed.

The bite is photographed in black and white, and color. A rule of measure is included. An anatomic landmark is included if possible. The commanding officer, Photo Unit, New York City Police Department, suggested making photographs with a fingerprint camera, and this has yielded excellent life-size photographs.

It is desirable for the forensic odontologist to be physically present at the autopsy. However, his absence would not preclude a valid interpreta-

tion of the photographic evidence.

The cases we have examined did not exhibit three-dimensional bite marks. The possibility of such evidence does exist, and impressions of any three-dimensional bite marks, where feasible, should be made.

The bite mark evidence is interpreted and a report made. The results of the grouping of the saliva traces about the bite are reported. Models of the teeth of the suspects are collected, marked, and submitted by the police officer to the dental expert for examination. These models should only be made by a licensed dentist to prevent

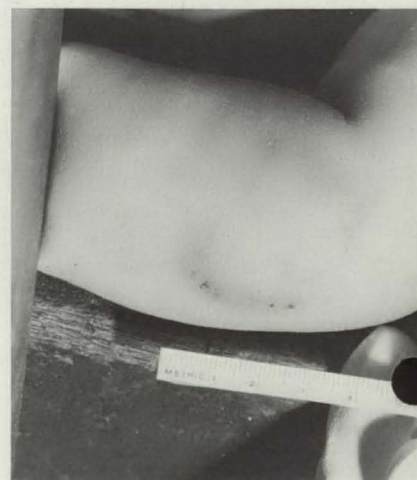


Figure 1.—A diffuse-type bite mark on the arm of an infant homicide victim.



Figure 2.—Lacerated-type bite mark on infant homicide victim.

possible objections to their accuracy by defense counsel in court.

The models we have used were obtained only after informed consent was obtained from the suspect. In a recent case in Connecticut (*State v. Rice*, Superior Court, Fairfield County, Feb. 3, 1972), a motion to suppress a set of dental casts as evidence, allegedly obtained without consent, was denied. The judge held that the defendant voluntarily submitted but that, aside from the question of consent, the police may take impressions of a suspect's teeth incidental to arrest where needed for evidence and such action does not violate the privilege against self-incrimination.

We have found wax to be an excellent medium for making comparison bites. The dentist routinely interprets his patients' occlusal registrations in wax. He has acquired experience and knowledge in this technique. We match the detail left in the wax with the detail left in the tissue. Because we have not examined enough cases of actual bites, and because experimental bites in human tissue do not resemble actual bites, we do not report our findings as specific to a particular set of teeth. We use the "... consistent with/not consistent with" terminology.

As we have more cases submitted to us by the police officer, we will gain more knowledge in the field, establish a system of classification utilizing points, and report our findings in much stronger terms.

The police officer and district attorney will correlate the bite mark and serological findings. These are two potentially damaging pieces of evidence with which to confront a suspect. A matching serological group obtained from the saliva, a consistent dental pattern, and the circumstances which made the person a suspect might well be enough to warrant presentation of the case to the grand jury.

"A matching serological group obtained from the saliva, a consistent dental pattern, and the circumstances which made the person a suspect might well be enough to warrant presentation of the case to the grand jury."

Dental Clues

From his gross, microscopic, and radiological (X-ray) examination of physical dental evidence, the dentist can elicit valuable clues to identity. He can estimate the age of an adult to about 5 years' accuracy. The prepubertal child can be aged to about 6 months' accuracy by examination of the stage of development of the permanent tooth buds. The relative economic status of a person can be estimated by the quality of the dental treatment he has had. The dental restorations sometimes indicate the area of the country or the world where they were done. Habits causing dental change, such as the holding of nails between his teeth by a carpenter or the holding of a pipe between the jaws, can be noted.

All denture (false) teeth have manufacturer's brands, and these might be traced to a specific dental laboratory in an area. While the shape and color of these teeth are recommended by the manufacturer for a specific face form and complexion, this is not always followed by the dentist.

The high-speed, air-driven, dental handpiece allowed the dentist to undertake much more sophisticated dental treatments. Since the drill also created the need for a comprehensive dental examination, today this will include not only an inspection of the teeth with a mouth mirror and explorer but also dental X-rays and plaster study casts. The latter two yield a wealth of information for comparison purposes. Indeed a single dental X-ray is much more valuable than an entire written dental record.

The written dental record often created problems with its inherent errors caused by different charting systems and terminology, and conflicting entries. With a dental X-ray we may make comparisons using graphic points such as bone trabeculation pattern, anatomical landmarks, anomalies, pathology, root shape, fillings, and the like.

Military service and private and governmental insurance programs have brought a large segment of the population to the dental office from socio-economic classes who previously never had dental care. Comprehensive dental examinations were mandatory prior to treatment. A wealth of dental information on these people is now in the hands of the dental profession, insurance companies, and governmental agencies. While it now takes painstaking police effort to uncover this information, in the future perhaps it could be data-banked by computer. This procedure would promote many worthwhile uses by the dental profession, including the identification of unknown homicide and disaster victims.

Identification

A whole, intact body rarely becomes an identification problem. The skeletonized, decomposed, burned, mutilated, or fragmented body is a challenge to authorities and ultimately to the forensic odontologist.

The use of personal effects rather than physical evidence for positive identification is fraught with danger. The burned body of an adult male

(Continued on page 26)



TRAILERS ARE TEMPTING TARGETS FOR THIEVES

“While public and law enforcement attention is being directed to the expanding area of trailer thefts, solutions to these crimes will require a maximum test of ingenuity and thoroughness for the investigating officer.”

Choice pieces of mobile equipment can be taken in the brief time required to stop, hook them to a trailer hitch (add load levelers, if needed), and drive away.

"A field that is becoming more attractive to the roving eye of the larcenist is that of recreational vehicles, travel trailers, and tent trailers."

Reflecting an America that is more and more on the move with a trend to mobile living facilities, the recreational vehicle business continues to mushroom.

During the last few years automobiles have been progressively fitted with more security devices. Locks are more complex; steering, ignition, and transmission mechanisms are locked by removal of a key; serial numbers are less susceptible to alteration; and many States exercise great diligence in handling automobile title papers. All of these have thwarted the inexperienced thief. They have no doubt caused substantial problems for the experienced thief.

A field that is becoming more attractive to the roving eye of the larcenist is that of recreational vehicles, travel trailers, and tent trailers. Campers and boat, horse, utility, and house trailers, which are not discussed here, are also prime theft objects and are likewise easy to take, disguise, and sell. The average tandem travel trailer, about 21 feet long, is valued in the \$4,000 range, which compares favorably with the cost of a new car.

One thief said that he operated on dealers' lots in the early, but not too early, morning. He reasoned that the act of hooking up a trailer on such a lot in broad daylight is not something to arouse suspicion. He claimed the average trailer dealer is not an "early bird" and rarely shows at work before 10 or 10:30 a.m. Once the trailer is stolen, the thief then proceeds to change the serial number and frequently the brand name.

Broad Spectrum

Listings show that there are hundreds of makes and models of recreational vehicles in this country. Some of them are made by well-known companies, some are made to exacting specifications of customers, and some are built in backyard shops by enterprising craftsmen who have wholesale contacts and construction know-how. It is a common practice for trailer manufacturers to buy a metal frame and wheels from a fabricator and thereafter build the trailer unit on the purchased frame.

Some companies enter the vehicle-building business for a few thousand units and then bow out, unable to compete further with larger manufacturers. Their brand name becomes largely anonymous.

Except for a few of the more costly or popular brands, which illicit operators are reluctant to handle, recreational units are difficult to identify when their brand labels are removed. Dealers know their own types and popular makes, but can actually only identify a very small number of all recreational vehicles. This is helpful to the thief who removes the labels and affixes a brand name of his own fancy, or one which matches a title in his possession.

The next step usually taken by the thief consists of altering the serial number of the unit. The serial number most frequently appears on the right front portion of the hitch or the A-frame of the trailer. It can be obliterated by grinding or punching, the hitch can be replaced, or the A-frame section may be cut out and replaced. If, as in some cases, the serial is on a plate, it can be removed by drilling out the rivets. In only a few cases will the recreational vehicle have more than one serial imprint.

New numbers are then stamped in, or a new plate is affixed; and with a suitable titling document, it is ready for the illegal market.

While initially examining suspect vehicles, investigators should keep these points in mind: If any brand labels are missing, and if the one that appears is nonexistent or is put on with waterproof adhesive letters, further attention is needed. A trailer dealer can provide a current dealer's book used in appraising trade-ins. It will also show manufacturers' brands

"Except for a few of the more costly or popular brands, which illicit operators are reluctant to handle, recreational units are difficult to identify when their brand labels are removed."



State motor vehicle division inspector and supervisor examine trailer hitch for evidence of tampering or serial number alteration.

and, in some cases, the manufacturers' serialization of units.

Altered Serialization

Examination should be made of the hitch area to see if there are depressions or filled areas indicative of grinding by a thief. Paint remover will most often show these attempts to disguise grinding even when a new serial has been overstamp. It may reveal a different undercoat paint, no undercoat, or other telltale signs of disturbance. A careful scrutiny may reveal that the thief has used another old trick used by auto thieves—overstamping a serial digit to make it appear to be another. Thus, a "1" can be made to look like a "4" by overstamping with that number; a "3" can be changed to an "8."

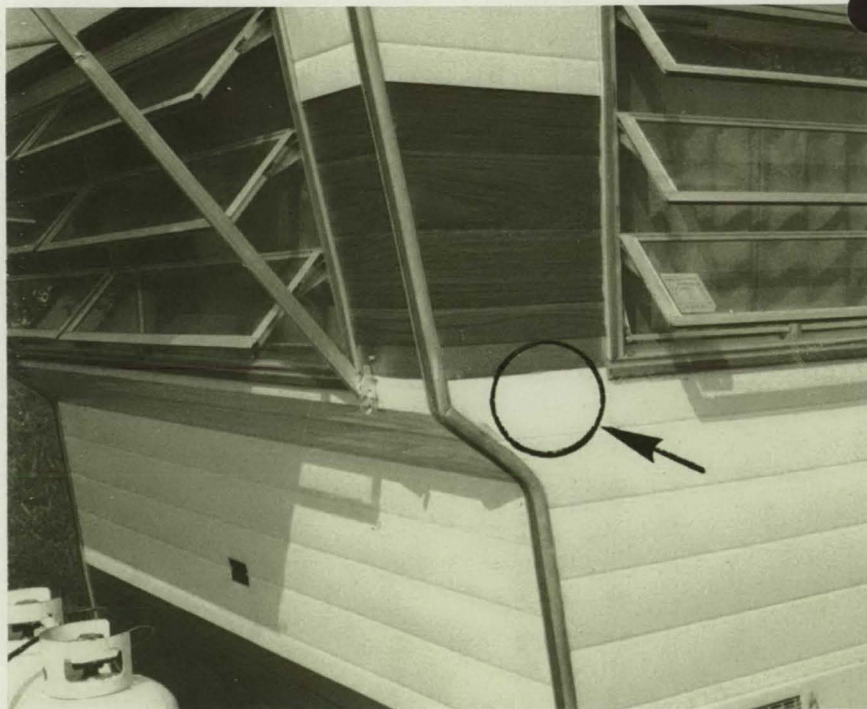
There are several ways that a thief can obtain a title or pass the vehicle through legal channels. In many States titling procedures for trailers are more flexible than automobile titling

methods. He can, in some jurisdictions, show to the division of motor vehicles a pencil tracing of a serial number which he claims is on his homemade trailer.

This tracing, of course, can be made simply from stamping serial impressions in a piece of soft iron or other suitable material. On this basis some jurisdictions will issue titles for purportedly homemade trailers without inspection. Some will issue titles even for matching serial plates on the mere representation that they are for a homemade trailer. As in the case of automobiles, a title can be purchased for a wornout or wrecked trailer, and its serial number and brand name used on another trailer.

Forged Certification

In a number of instances a thief used a false printed certificate of origin indicating that he was the manufacturer of trailers of an assumed



Removal of manufacturer's label (inset) on house trailer is cause for suspicion that vehicle may be stolen.

brand and that the factory was in a given city. He notified the corporation commission of the State and paid taxes on serial numbers of trailers allegedly manufactured by his company. A post office box in the company name, located in that city, and tended by a confederate, put the last brush stroke on the whole illicit picture.

A certificate of origin is essentially a vehicle's birth certificate and is issued by the manufacturer to attest to the validity of original ownership. A certificate issued by an established motor car company is recognizable. This fact is not so with the myriad of trailer manufacturers. Since no formality is generally required in the preparation of their certificates of origin, a mimeographed form often suffices and makes the document easy to acquire and reproduce. Under some State licensing procedures, the certificate of origin is not required for titling the vehicle and, in such instances, the certificate remains in the dealer's files.

Establishing Identity

Thieves sold stolen trailers through one dealer by fitting the circumstances of their possession of the trailers to some story: "This was bought by a contractor and never used. This is the same as but does not look exactly like brand 'A.' That's because they made it for us. We can undersell brand 'A' and nobody knows."

Buying competition is keen during the hunting and camping seasons, and shoppers tend to snap up an apparent bargain. Later, many ruefully have to admit that the bargain was a "little too good."

The investigator often is convinced that a suspected trailer is stolen, but unless its origin can be determined, a theft cannot be established or the thief cannot be prosecuted. At the begin-

"In examination of the trailer for clues, all possible factors of identification should be considered. Outside and underneath, one may find labels, stampings, or grease pencilings of the maker of the frame on which the trailer is built. The underside of the trailer body may contain origin or size markings."

ning of the investigation, as indicated, the brand name and the serial number may be unknown.

In examination of the trailer for clues, all possible factors of identification should be considered. Outside and underneath, one may find labels, stampings, or grease pencilings of the maker of the frame on which the trailer is built. The underside of the trailer body may contain origin or size markings. If the brand is known, investigators should contact the maker, and ascertain if, as is rarely done, a secret number was placed on the unit.

The length of the trailer and the number of wheels are pertinent factors, and color photographs of all sides will be important to ultimate identification of the name or style.

Examination should be made of all areas where labels have been removed since they may contain impressions.

Color photographs of the inside of the trailer and drawings of its layout are obligatory. Cushion colors and interior designs change from year to year, and a proper recording of these features may allow the manufacturer or dealer to fix the make, year, and style of the unit.

When cushion tags appear to have been removed, make a careful search to insure that none was overlooked by the thief. These tags will always show the manufacturer; they may show the customer (trailer manufacturer), and occasionally the style number of the trailer, but rarely the serial number.

(Continued on page 28)

Underside of recreational vehicle must be examined for all identifying marks.





“The Image of Law Enforcement”

“I look forward to the challenges that face our profession. We shall meet them together, and the American people will know that they have been well served by their peace officers.”

By
HON. L. PATRICK GRAY, III*
Acting Director,
Federal Bureau of Investigation

*This was an address given by Acting Director Gray at the National Sheriffs' Association's Annual Informative Conference, Palm Springs, Calif., June 19, 1972.

You honor me and the Federal Bureau of Investigation by your kind invitation, and I want to express the FBI's deep appreciation for the invaluable cooperation and support which our Agents receive day after day from the nearly 3,100 sheriff's offices across the United States.

Your assistance has contributed heavily to our efforts on behalf of the American people. We recognize the sheriff's office as the oldest law enforcement institution in America, deriving its authority from the common law of England and still the principal law enforcement agency in large areas of our Nation.

I welcome this opportunity to reaffirm the FBI's dedication to building the bonds of cooperation throughout the law enforcement profession.

During his 48 years of distinguished service as Director of the FBI, J. Edgar Hoover became increasingly convinced that cooperation is "the backbone of effective law enforcement." I share that view.

Upon taking office as Acting Director almost 7 weeks ago, I was pleased to learn of the scope of cooperation existing between the FBI and other authorities.

A major portion of the operations of four of our headquarters divisions is devoted to providing laboratory, training, identification, and computerized information services to municipal, county, and State enforcement agencies. Furthermore, Agents throughout our 59 field divisions are engaged in the mutual exchange of current criminal intelligence information and related assistance with your personnel on a continual basis.

I also have found in the FBI a deep respect for and a keen alertness to the sovereignty and jurisdiction of other authorities.

Occasionally, proposals have been made to vest in the FBI responsibilities which would seem to conflict with those of local, county, and State law enforcement agencies. Such proposals have raised fears that a national police force was on the horizon.

I—like Director Hoover—am unalterably opposed to any proposal which might contain seeds for possible development of a national police force. As long as I am head of the FBI, the FBI will not take the first small step which might lead to that end.

The peace officer traditionally has been our Nation's principal defense against crime. He stands squarely—and visibly—in the arena of action where the challenge sounds and the primary effort to answer it begins. That is why both the image and the

performance of municipal, county, and State law enforcement agencies are so essential—not only in combating crime, but in maintaining and enhancing public confidence and support for our profession.

"I—like Director Hoover—am unalterably opposed to any proposal which might contain seeds for possible development of a national police force."

Six years ago, a columnist for a major newspaper in the Midwest informed his readers, "To be effective, a police force has to have the respect and cooperation of those who need and expect both its services and its protection. . . ."

This newsman further observed, "The community that tolerates uninformed, unrefuted and wholesale criticism of its police force is unsheathing a sword for the committing of municipal hara-kiri and is setting the stage for a breakdown of law and authority."

The concern expressed by this newsman is shared by many other informed citizens who view with alarm the Hydra-headed campaign being waged against the law enforcement profession and, thereby, against a vital cog in America's machinery of justice.

I refer not only to physical attacks on sheriffs and other members of the law enforcement profession—but also to other forms of harassment, intimidation, and abuse they have encountered while engaged in reasonable efforts to carry out their responsibilities to the American people.

More than 300 peace officers have lost their lives during the past 3 years as the result of these savage attacks, and thousands more have been seriously injured.

I refer, for example, to the propaganda being directed against law en-

forcement officers and agencies by extremist organizations—vendors of ideologies alien to our society who place rule by mob above rule by law. From their ranks have come the militant firebrands whom we have seen

resort to violence in futile attempts to achieve that which they cannot gain by ballot.

One such group has advised its adherents that "the existence of the police and police science are incompatible with the interests of students and workers." Another has urged its members to regard law enforcement officers as "fascist oppressors." A third of these organizations has compiled and published the names, addresses, and telephone numbers of leading law enforcement officials, while counseling followers to adopt "a strategy including legal and nonlegal direct action to attack the Police."

I refer also to the abrasive verbal assaults made against our profession by misguided libertarians who labor under an apparent misapprehension that efficient enforcement of the law is inconsistent with the cause of civil liberties. One such individual, the publisher of a recently discontinued periodical, informed his readers that "most policemen are racist and repressive." Another cited "unwise and imprudent police action" as the cause of an orgy of violence, arson, and

"I am concerned . . . with the demeaning treatment accorded peace officers by some legal advocates. . . ."

looting which erupted in a large American city.

Compare this man's effort to find a pretext and excuse for lawless depredations against society with the observation made by Chief Justice Charles Evans Hughes, a noted civil libertarian, when he stated in a decision handed down 31 years ago:

"Civil liberties, as guaranteed by the Constitution, imply the existence of an organized society maintaining public order without which liberty itself would be lost in the excesses of unrestrained abuses. . . ."

I am concerned, as well, with the demeaning treatment accorded peace officers by some legal advocates—such as the attorney whose defense strategy was described by a national magazine in these words:

"He attempts to put someone other than his client on trial—the district attorney, the police, the sheriff's office, the state's witnesses. . . ."

Such courtroom tactics have taken a toll. Commenting about the exodus of experienced men from his staff, one Midwestern sheriff told us that the feeling was prevalent among his deputies that they would be "treated like a criminal every time we take a case to court." Similar views have been expressed by other members of our profession.

Incessant disparagements—allegations of "police brutality" shouted as a reflex action, without regard for the facts—have the unavoidable effect of impairing the image of law enforcement officers in the minds of the inexperienced, the easily led and misled, the uninformed, and the naive.

Furthermore, in a society such as ours which is governed by laws, not by men, these disparagements have a far greater significance—for the image of the law oftentimes is insepara-

ble from the image of the officer who is charged with its enforcement.

Eight years ago, a radio commentator in New England made the observation that "disrespect for law and order begins with the denigration of the policeman. To the young mind, law is not a document or a dusty volume in a legal library—law is the man in the blue uniform. A youngster's respect for the law centers around his admiration for that man."

These profound words illuminate both a truth and a challenge—a challenge that our profession cannot afford to minimize or ignore.

Admiration and respect must be earned and reearned. They are not self-generating—nor self-perpetuating.

Our best response to our critics is a record of solid performance—a rec-

"It is not enough that law enforcement agencies consistently be right. Like Caesar's wife, we must look right, as well."

ord based on full respect for civil liberties, strict conformity with due process, and standards of integrity and service that are impervious to scandal, corruption, or privilege.

It is not enough that law enforcement agencies consistently be right. Like Caesar's wife, we must look right, as well.

On no one does this responsibility weigh more heavily than on the deputy sheriff and the local policeman. They operate virtually in a fish bowl—their every move, on duty or off, watched by friends, neighbors, acquaintances, and especially by impressionable young people.

Nor does anyone have greater need for the confidence and support of our citizens. This is one of the principal reasons why police departments and

sheriff's offices across the United States have been placing greater emphasis on community relations programs.

By working with the members of the community and its civic organizations, by taking part in the social, cultural, and civic affairs of the community, officers not only cultivate valuable friendships, but they forge deeper bonds of understanding with the citizens they serve. These programs serve the vital purpose of opening broader channels of communication, thereby helping motivate persons throughout the community to turn to—not against—law enforcement officers in times of trouble and crisis.

We have encountered too many instances in which citizens have turned their backs on officers in urgent need of help. Lethargy, indifference, callous refusal of Americans to aid in any manner a beleaguered sheriff or other victims of crime is one of the perplexing law enforcement problems confronting our society today. It is made doubly disturbing by the fact that in a Republic such as ours, preservation of law and order begins with the individual. Every American has an obligation not only to uphold the law himself, but to support it with all reasonable means at his command.

Several years ago—at a time when acts of violence against both deputy sheriffs and police officers were plaguing a city on the west coast—a local newspaper columnist told his readers, "We must do all we can to support the men who carry out the law. When we show disrespect to them, we lose some portion of our own self-respect in the process. For they are only representing us."

I agree wholeheartedly—and although the citizens' responsibility to the law runs deep, ours runs far deeper indeed.

Wherever an attitude of indifference or disrespect persists toward the ef-

(Continued on page 30)



Hon. Richard G. Kleindienst

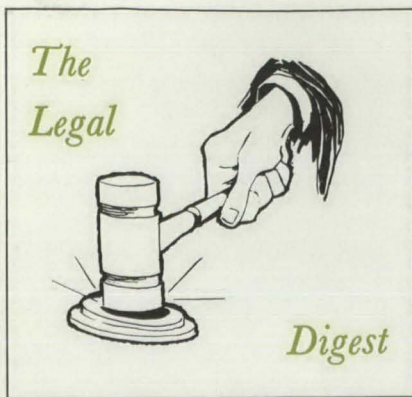
New Attorney General

On June 12, 1972, the Honorable Richard G. Kleindienst took office as the 68th Attorney General of the United States. Nominated by President Nixon to replace Hon. John N. Mitchell, who resigned after serving in the post since January 1969, Mr. Kleindienst's nomination was confirmed by the Senate on June 8, 1972.

Mr. Kleindienst, 48, is a native of Winslow, Ariz. During World War II, he served as an officer and navigator in the U.S. Army Air Force. Mr. Kleindienst was a Phi Beta Kappa scholar and graduated magna cum laude from Harvard in 1947. Receiving his LL.B. from Harvard Law School in 1950, Mr. Kleindienst was admitted to the Arizona State Bar the same year, served in the Arizona House of Representatives from 1953 to 1954, and was a practicing attorney in Arizona until 1969, when he became Deputy Attorney General of the United States. He is married to the former Margaret Dunbar of Cleveland, Ohio, and they have four children.

UNITED STATES
OF
AMERICA

OFFICE OF THE
ATTORNEY GENERAL



*A Law Enforcement Officer Looks at Sentencing**

By

INSP. JOHN B. HOTIS

**Federal Bureau of Investigation,
Washington, D.C.**

*This address before the Sentencing Institute, Sixth and Seventh Circuits, Dearborn, Mich., on April 21, 1971, was published as an article in the March 1972 issue of Federal Probation Journal. Because Mr. Hotis' observations on sentencing are as germane and timely today as when he delivered the speech, the Bulletin reprints it with the permission of the Journal.

In attempting to put first things first, I want to thank your chairman and others of you out there somewhere for allowing a law enforcement officer a place on this panel. So I do thank you, both for myself and for all other law enforcement officers everywhere. Now this may seem routine etiquette, like remembering to compliment the hostess on her dinner, but there is a bit more to it than that. Your invitation is particularly pleasing for its recognition of a hard fact concerning which we feel deeply—that although we know little of sentencing and have no skill in the art, we have a personal stake in the outcome of every criminal sentence im-

posed. To the extent that it succeeds in deterring this person or any other from future crime, our life is made easier and safer. To the extent that it fails, we must once more run the manifold risks of apprehending a criminal offender. It is understatement to say that we have strong feelings on this subject in an age in which there is a marked uptrend in assaults upon law enforcement officers, and in deaths in line of duty. To repeat, we thank you for your recognition of the fact that we do have a large stake in the criminal sentencing process.¹

One who interjects himself in a field of such strong contention as that of the philosophy of sentencing seeks

first to survey the terrain so that he may understand the positions of the contending parties. I know the position expressed by many officers, having heard it repeatedly in 10 years of experience in the field. To learn the other views, I took samplings here and there from the rather substantial literature on the subject. In thinking about this problem, I was led back, for reasons which I hope to make clear, to what some regard as the greatest novel ever written, "Don Quijote de La Mancha."

To refresh your memory, the story describes the adventures and the misadventures of two totally different yet totally interdependent characters, Don Quijote and Sancho Panza. Don Quijote, nominally the master, is aristocratic, idealistic, sworn to roam the world defending those whom he sees as the weak and the downtrodden. Sancho, nominally the servant, is, to first appearances, an illiterate rustic, a provincial clod. Don Quijote dreams admittedly noble dreams, but often is visionary to the point of madness and destruction. Sancho dreams no great dreams at all, but his instinct for survival is sometimes shrewd to the point of brilliance. Don Quijote seeks the millennium, and bewails the obstinance of Sancho in refusing to embrace the vision. Sancho despairs of sheer madness, probes for the stratagem of simple survival, and sometimes saves them both from disaster. They represent the duality of man, the two equal natures of man, one the great hope of what man might become, the other the stark necessity of what he must be to survive. If man is to persevere, he must have in him something of Sancho, and if he is to lift himself above the mud and the muck to attain the true level of human dignity, he must have in him something of Don Quijote.

My review of the literature and my experience convince me that Don Quijote and Sancho Panza roam

eternally across the troubled terrain of the sentencing process and the whole criminal law. You can see them if you will but look. One in the lead, erect and commanding, mounted upon what he conceives a noble steed; the other close behind, slouched dispiritedly astride a mangy ass. I think your committee intended that the spirit of each should attend this conference. And I think I know also which of the two it was intended that I should portray.

Each age of society has its great passions, its compulsive causes, and sometimes its Don Quijote de La Mancha who charges windmills. Ours is no exception. For some years now the lot of the criminal accused has been our passion and our compulsive cause. Times without number we have searched the lore of medicine, psychology, sociology, anthropology, and other arts and sciences in our quest for an understanding of—and often an apology for—the conduct of the convicted accused. We have found that he may have been burdened with too many Y chromosomes, a cultural deprivation, a social alienation, or perhaps misdirected libido. We have checked, rechecked, and double-checked the Constitution and the statutes, and reinterpreted both, to find and create new rights which many generations of justices, judges, and legislators had not previously found or enacted into law. We see the result in *Mapp v. Ohio*,² *Gideon v. Wainwright*,³ *Escobedo v. Illinois*,⁴ *Miranda v. Arizona*,⁵ more recently in *Chimel v. California*,⁶ and many other decisions of the courts. The Chief Justice summarized it well in his now famous Ripon speech when he said, in part, that "During the middle of this century . . . we have witnessed more profound changes in the law of criminal justice than at any other period in our history. . . . No nation on earth goes to such lengths or takes such pains to provide safeguards as we

do once an accused person is called before the bar of justice. . . ."⁷

It is not my purpose to condemn these changes wholesale. Who can quarrel with the right of an indigent defendant to be represented by counsel at trial? Or with the protection of one's privilege against compulsory self-incrimination? Most thoughtful citizens agree that a humanitarian concern for the rights of the accused is one of the most illustrious hallmarks of Western civilization. But, the appalling and seemingly inexorable rise in the crime rate over the past decade, has caused us to reexamine our legal system and to ask whether there should be a reordering of the priorities and objectives of the criminal process. One of the chief concerns has been with the sentencing of criminal offenders.

The discussions divide along familiar lines—punishment versus rehabilitation, retribution versus compassion, sickness versus evil. In the jousting against the disparity and unfairness in the sentencing process and in the goal of correctional reform, once again Sancho recognizes the great dream dreamt by noble men through the centuries; the dream of the continuing humanization of the criminal law.

From Sir Robert Peel to J. Edgar Hoover, the law enforcement official has had one formula for controlling crime; swift apprehension and certain punishment. The police officer shares the popular, but perhaps unscientific, view that punishment deters, that most people by virtue of their reason can distinguish between right and wrong, have a will that is free to make a choice between alternative courses of action, and are personally responsible for their conduct. He believes that the universal experience of mankind demonstrates that just punishment, like just reward, is a powerful factor in influencing human behavior, and that imposition of proper pen-

alties by the court is often an effective means of controlling crime.⁸

The officer favors punishment in terms of penalties and incarceration, where needed, not for sterile retribution or vengeance, but rather in the hope that it may have some educative effect, that it may instill a sense of self-discipline and personal responsibility. He is not unaware of the argument that prison does not reform, that prison is little more than a training school for crime. Admitting some truth to the charge, the officer would cite those with experience in the field who believe otherwise. Last year the chairman of the State board of probation and parole in a large Eastern State, who had spent over 35 years dealing with criminal offenders, made this statement:⁹

"I have seen many convicted offenders . . . enter a penal facility and never return. Why? There are many reasons. For some persons, the mere fact that they are deprived of their freedom is impressive and they made a determination that 'this is not for me.' For others, while in the institution they may learn for the first time that they must follow rules and regulations . . . and . . . those people do not prefer to be under such regimentation. For others, to be separated from their loved ones . . . is in itself an extreme loss. These are just some of the many human factors that enter in the confinement process, but prisons do reform and they reform those who want to be reformed . . . this is again a human factor; you cannot change anyone who does not want to change."

Even conceding that punishment may be ineffective with respect to a particular offender, it may yet serve

the larger goal of general deterrence.¹⁰ However much we dislike the practice, criminal sentences provide a useful example to others of what they might expect should they violate society's rules. Nowhere is the issue more poignantly developed than in Herman Melville's "Billy Budd."

You will recall that the hapless Billy Budd was not a destructive man, he did not strike the fatal blow by intention. On the contrary, he had bent all his efforts toward avoiding a confrontation with the evil master at arms, Claggart. Captain Vere's dilemma is that of the sentencing judge. Having witnessed the event, he knows Budd to be blameless and yet, sailing in enemy waters, he feels compelled to enforce the law in a desperate situation. Billy is hanged.¹¹

Melville's classic is calculated to disturb our deepest emotions and to call into question some of our preconceptions about the law and its role in society. To be sure, the law has changed much since the days of Billy Budd and we would no longer expect the ultimate penalty to be exacted for his sudden, impulsive act. But the disturbing theme of Melville's story remains with us. It was perhaps what Justice Holmes had in mind when he said, ". . . the law must keep its promises."¹²

But I think we would agree that punishment deters only when the threat is real and imminent. Unfortunately, neither is true under our present system of justice. As found by the President's Commission on Law Enforcement and Administration of Justice, many criminal offenses are not reported at all.¹³ Of those which are reported, only one-fifth result in arrest. Then comes bail on easy terms, with the accused free to continue his destructive pursuits for sometimes as long as a year or more until his case is heard. The time often is extended by continuances. Indeed, delay is the first tactic of the defense lawyer. A re-

cent periodical quoted a legal aid attorney in New York as saying, "Let me disabuse you of the idea that prisoners in the Tombs want speedy trials. Most of them are guilty of something, and the last thing they want is a trial."

Justice is further delayed through endless appeals and collateral attacks after conviction. Reform of the court system to insure speedy trial and prompt resolution of appeals has been one of the major concerns of Chief Justice Burger. "No system of justice can function," he said, "if there is not finality at some reasonable point. No system makes sense if it encourages a long-drawn-out war with society. The re-education or rehabilitation of a man cannot be carried on while he is at war with society in a process of interminable petitions, writs and hearings."¹⁴ I submit that these factors combine to reduce the deterrent effect of punishment and to convince the criminal that crime pays.

Let me assure you that the police officer is not opposed to rehabilitation. On the contrary, he favors any approach which promises realistically to reduce the incidence of crime in our society. But consider for a moment the following sobering statistics:

In 1969, the latest year for which complete data is available, 86 law enforcement officers were killed by felonious criminal action, a 34 percent increase over 1968 and a new all-time high. In the same year there were almost 17 assaults on police for each 100 officers, also a new high and up 7 percent over 1968.¹⁵

Statistical analysis of the murders of the 561 officers killed during the 1960-69 decade shows 741 known offenders involved. Most of them were recidivists; 75 percent had previously been arrested, and the total number of arrests averaged out to be four each. Sixty-three percent of the 741 had previously been convicted, and of these 63 percent, some two-thirds had been

granted leniency by parole or probation on at least one prior occasion. One-fourth of the police murderers were on parole or probation when the murder was committed.¹⁶

To the police officer, these figures offer grim confirmation of the fact that the correctional system is not working. They echo the truth of the statement that "we are not so sophisticated that we can afford to abandon deterrence as a goal in our criminal law."¹⁷

The report by the President's Crime Commission characterized the American correctional system as an "extremely diverse amalgam of facilities, theories, techniques, and programs." It stated that today the system "displays evidences of a number of evolutions in thought and practice, each seeking to cope with the difficult problems of punishing, deterring, and rehabilitating offenders." The Commission concluded that "[n]one has resolved these problems, and change from one to another has probably been more a product of humanitarian impulse than of rational or scientific process."¹⁸

Finally, there is the further consideration that the concept of blame plays a central role in maintaining individual responsibility and social order.¹⁹ It is one of the functions of the criminal law to develop a sense of common morality and to sharpen our notions of what is right and wrong. The penalty meted out by the court serves a symbolic function, expressing, as Professor Hart put it, "a formal and solemn pronouncement of the moral condemnation of the community."²⁰ To the extent, therefore, that punishment is replaced by treatment and the sentencing process abolishes the vitally important distinction between sickness and evil, the moral content of the law is weakened. Thus, however benign the purposes of rehabilitation and corrective therapy, they cannot provide the total answer in our penal system.

Let me say in closing that we come here—each of us—not as antagonists battling over diverging philosophies, but as concerned participants in the criminal justice system. We recognize that there are no simple, all-purpose solutions to the problems of sentencing. Like all issues in the law worth discussing, it is a matter of finding the proper balance. My own thought is that the answer begins, as I have suggested, with a streamlining and rationalizing of the trial and appellate process. Perhaps when the criminal law runs its course in a swift and certain manner, penalties can be less severe and we can turn our energies more productively toward reform of the individual. And perhaps, then, Sancho and Don Quijote will be of one mind. (B)

FOOTNOTES

¹ Some might consider it presumptuous for a law enforcement officer to comment on sentencing, since this is a matter which is normally thought to be within the exclusive province of the judiciary. However, a recent study by the American Bar Association suggests that while this attitude may be appropriate when applied to a specific offender, "it is unrealistic to expect the police to assume such a posture with regard to classes of offenders or types of problems, especially in large cities, where the police are engaged in routinely processing large numbers of petty offenders who are then routinely processed by the courts. What happens to such offenders is not only a matter of concern to the police; the form of court disposition becomes a factor in determining whether or not the police decide to make use of the criminal process at all." American Bar Association Project on Standards for Criminal Justice, "Standards Relating to The Urban Police Function," pp. 259-260 (1972).

² 376 U.S. 643 (1961).

³ 372 U.S. 335 (1963).

⁴ 378 U.S. 478 (1964).

⁵ 384 U.S. 436 (1966).

⁶ 395 U.S. 752 (1969).

⁷ Burger, *Paradoxes in the Administration of Criminal Justice*, published 58 J. Crim. L., C. & P.S. 428, 429 (1967).

⁸ See DeGrazia, *Crime Without Punishment: A Psychiatric Conundrum*, 52 Colum. L. Rev. 746 (1952); Kaplan, *Barriers to the Establishment of a Deterministic Criminal Law*, 46 Ky. L.J. 103 (1957); van den Haag, "In Defense of Punishment," *Fortune Magazine*, Dec. 1968, pp. 203-204. Compare, Menninger, "The Crime of Punishment," Viking Press (1968).

⁹ This quotation is from an article entitled, "The Crisis in the Administration of Justice," by Paul J. Gernert, Chairman, Board of Probation and Parole, Commonwealth of Pennsylvania, sent by the author to Director J. Edgar Hoover, Federal Bureau of Investigation, by letter dated Sept. 8, 1970.

¹⁰ van den Haag, *On Deterrence and the Death Penalty*, 60 J. Crim. L., C. & P.S. 141 (1960). Justice Holmes offered this comment on the subject:

"If I were having a philosophical talk with a man I was going to have hanged (or electrocuted) I

should say, I don't doubt that your act was inevitable for you but to make it more avoidable by others we propose to sacrifice you to the common good. You may regard yourself as a soldier dying for your country if you like. But the law must keep its promises." Howe, "Holmes-Laski Letters 1916-1935," Harvard University Press, p. 806 (1953).

¹¹ For a thoughtful analysis of Melville's story, see Reich, *The Tragedy of Justice in Billy Budd*, 56 Yale Review 368 (1967).

¹² For the full text of Mr. Justice Holmes' statement, see footnote 10, *supra*.

¹³ President's Commission on Law Enforcement and Administration of Justice, "The Challenge of Crime in a Free Society," pp. 20-22 (1967).

¹⁴ "Interview With Chief Justice Warren E. Burger," U.S. News & World Report, Dec. 14, 1970, p. 35.

¹⁵ The figures for 1970 show that 100 officers were killed by felonious criminal action, a 16 percent increase over 1969. There were 19 assaults on police for each 100 officers, up 11 percent over 1969. 1970 FBI Uniform Crime Reports Bulletin, p. 44.

¹⁶ During the decade 1961-70, 633 police officers were killed. Of the 849 known offenders involved, most were recidivists; 71 percent had been arrested previously; 57 percent had previously been convicted; 67 percent had been granted parole or probation on at least one prior occasion and nearly one-fourth were on parole or probation when the murder was committed. *Ibid.*, pp. 48-52.

¹⁷ This quotation is from a letter by then Attorney General Nicholas Katzenbach to Chief Judge David L. Bazelon of the U.S. Court of Appeals for the District of Columbia, dated June 24, 1965, concerning a tentative draft of the American Law Institute's Model Code of Pre-Arrestment Procedure. The letter appeared in the August 4, 1965, issue of *The Evening Star*, Washington, D.C., and is reprinted in 56 J. Crim. L., C. & P.S. 498, 503 (1965).

¹⁸ President's Commission on Law Enforcement and Administration of Justice, "Task Force Report: Corrections," pp. 1-2 (1967).

¹⁹ See generally Goldstein, "The Insanity Defense," Yale University Press (1967); Hart, *The Aims of the Criminal Law*, 23 Law & Contemporary Problems 401 (1958); Cohen, *Moral Aspects of the Criminal Law*, 49 Yale L.J. 987 (1940); DeGrazia, *Crime Without Punishment: A Psychiatric Conundrum*, 52 Colum. L. Rev. 746 (1952).

²⁰ Hart, *The Aims of the Criminal Law*, 23 Law & Contemporary Problems 401, 405 (1958).

PHYSICAL EVIDENCE— TRANSMITTAL TO FBI LABORATORY

Evidence sent to the FBI Laboratory must be transmitted by registered mail, railway express, or air express in order that it can be effectively traced should the evidence be misrouted or lost. Postal authorities advise that certified mail and insured mail will not permit complete tracing.

THE POLICE LEGAL UNIT

By
EDWIN D. HEATH, JR.
Director of Police,
Criminal Justice Interface Division,
Police Department,
Dallas, Tex.



"Cooperation has always been the lifeblood of effective law enforcement. The Criminal Justice Interface Division of the Dallas police is enhancing this proven concept with the legal expertise so necessary to the complexities of modern law enforcement."

The need for police legal units has been clearly demonstrated during the past few years. With the advent of the so-called "criminal law revolution," police administrators have more than ever been required to formulate policies in areas where legislative or judicial direction is new, nonexistent, unclear, or in need of administrative implementation. Further, the complexity of the police enforcement function in the criminal justice system requires a higher degree of legal knowledge and direct legal advice than ever before.

The American Bar Association, in "Standards Relating to the Urban Police Function," has stated:

"Given the nature of the police function, police administrators should be provided with in-house police legal advisors who have the personal orientation and expertise necessary to equip them to play a major role in the planning and in the development and continual assessment of operating policies and training programs."

The requirement for newer, law-related training programs pertinent to changes in the criminal law and judicial trends deserves a significant role in police training today. The police administrator must clearly understand that his agency is only a part of the criminal justice system. While it can certainly be described as the first line, it cannot operate in a vacuum, without proper legal direction and training and development of new plans and programs for the future. The police legal adviser and his unit can provide this necessary assistance and expertise.

History of the Police Legal Unit

The first police legal unit, known as the "Law Library," was established by the New York City Police Department in 1907. This unit was under the supervision of an attorney who was a member of the police force.

The Texas Department of Public Safety had a legal officer known as the "chief clerk" as early as 1935, and the Indiana State Police established a legal unit in 1941, as a part of what was then their training division. Other police agencies developed legal units in various forms; but as late as 1967 there were only approximately 14 units in the entire United States, and six of these were staffed with part-time employees. The Federal Bureau of Investigation appointed a legal officer about 1945, established a legal research unit in its Training Division in 1961, and gave this unit separate status in 1971 as the Office of Legal Counsel, under the supervision of an Assistant Director of the FBI.

It was not until 1967 that the issue of the police legal unit was clearly raised by the President's Commission on Law Enforcement and the Administration of Justice. Both "The Challenge of Crime in a Free Society" and "Task Force Report: The Police" articulated the positive need to pro-

"... the complexity of the police enforcement function in the criminal justice system requires a higher degree of legal knowledge and direct legal advice than ever before."

vide police administrators with in-house police legal advisers.

Following the reports of the President's Commission, the Law Enforcement Assistance Administration (LEAA) of the U.S. Department of Justice began a Federal program to fund new police legal units. Since 1969 the number of police legal units has grown from approximately 20 to more than 80 local units, with over 120 full- and part-time licensed attorneys. Two-year funding is still available through the LEAA for local police agencies with 75 or more sworn personnel.

In addition to programs funded by the LEAA, the Northwestern University School of Law began a 2-year training program for police legal advisers in 1964. Originally designed to provide a combined course of on-the-job training and classroom study leading to a master of laws degree, this program was re-funded in 1968 by the Ford Foundation for a period

of 3 years. The curriculum was shortened to 6 months and the requirements for a master's degree deleted in an effort to devote more time to on-the-job training during the school year. While this program was small in scope, it provided the necessary impetus for establishment of police legal units on a local basis.

In 1971 the program for training police legal advisers was transferred from Northwestern University to the International Association of Chiefs of Police (IACP), where a police legal center was established to serve as a clearinghouse for training and information. Short courses offering legal adviser-type training are currently available annually from the Northwestern University Traffic Institute, the IACP, and the FBI.

While the police legal advisers have held an annual conference since 1966, the IACP formally established a legal officers section in 1972 and made these meetings a part of the annual IACP Conference.

The Dallas Legal Unit

The Dallas Police Department established its first legal unit on January 6, 1970. The unit was named the legal liaison division and staffed by two directors of police—both licensed attorneys, sworn law enforcement officers, and graduates of the FBI National Academy—and one stenographer.

The legal liaison division was established for the following stated purposes:

- To provide consultative legal services to the chief of police, the assistant chiefs of police, supervisory officers, and other personnel of the Dallas Police Department.
- To provide liaison services between the Dallas Police Department and the offices of the city attorney, district at-



Chief W. Frank Dyson.

torney, and Federal prosecuting agencies.

- To provide liaison with the Dallas Bar Association and the State Bar of Texas on legal matters affecting police operation.
- To assist the departmental director of training in preparation of material on legal subjects.
- To assist in the development of departmental policy, general and special orders, and rules and regulations affecting procedures of the department.
- To assist in legal proceedings affecting departmental personnel, as requested by the city attorney and/or the district attorney, and when specifically directed by the chief of police.
- To assist on special projects and programs established by the chief of police.

The Dallas Police Department, with the active participation of the legal liaison division, formally established a legislative program for the 1971 regular session of the Texas Legislature. Some of the feature points of this program included requests for authorization of a State wiretap bill similar to the Federal provision, changes in the search warrant law and Texas confession law, a provision for denial of bail to recidivist offenders, and a provision to tighten the statutes on receiving and concealing stolen property. While this program was to a large extent unsuccessful, it had a tremendous impact upon both the public and some members of the Texas Legislature. Although many police agencies seem reluctant to speak for the needs of law enforcement in the legislative field, the Dallas Police Department will continue to assert the need for improved legislation to aid law enforcement in the administration of criminal justice.

Other activities of the legal liaison division have included consultation with investigative personnel on complex legal issues arising in involved criminal investigations. Limited assistance is provided to uniformed personnel, particularly in those cases involving special enforcement or civil disturbance issues.

The division is regularly involved in police education, including training of new recruits and inservice training. Departmental training material on the laws of arrest has been revised by the division, and the material on laws of search and seizure is currently being revised. A legal bulletin has been established, with the objective of keeping departmental personnel advised of current judicial changes affecting police activity.

These committees meet at least once a month with the local beat officer to discuss the crime situation and other police-related problems of the individual areas, as well as the city as a whole. This group of interested citizens has provided tremendous support to departmental programs through interest in legislation, improved police service, and understanding city government goals. This program has greatly enhanced community relations in Dallas.

Future Plans

On March 28, 1972, with a departmental reorganization, the name of the Dallas Legal Liaison Division was changed to Criminal Justice Interface Division. While the primary duties re-

"Although many police agencies seem reluctant to speak for the needs of law enforcement in the legislative field, the Dallas Police Department will continue to assert the need for improved legislation to aid law enforcement in the administration of criminal justice."

Liaison With Other Agencies

One of the most important functions of the police legal unit, in addition to its liaison with other criminal justice agencies, such as the city attorney, the district attorney or county prosecutor, the courts, the Federal attorney, and local bar groups, is communication with police-community relations units. The Dallas legal unit has heavily involved itself in learning of community relations programs and accomplishments.

One of the most promising programs of the Dallas Police Department is the community effort known as "Operation: Get Involved!" The purpose of this program is to establish citizen committees on each police "beat."

main the same, the purpose of the reorganization, as it affected the legal unit, was to provide for expansion of legal services within the department and to interface the efforts of the department with other agencies of the criminal justice system. Funding for this expanded program will be carried out under an impact grant of the LEAA received in 1972.

Plans are still in the developmental stage; however, the future will see an increase in the number of attorneys assigned to the Criminal Justice Interface Division for the purpose of providing direct legal assistance to officers on the street from arrest through prosecution. Results of arrests will be systematically reviewed in order to determine if any deficiency exists in

police practice and in the subsequent handling of each case by prosecutors, the courts, and the corrections process. Attention will be specifically directed toward improved case preparation and improved procedures involving recidivists, organized crime, crimes of violence, and offenders on probation and/or parole. Administrative policies and procedures will be reviewed relative to criminal justice problems; and additional training will be emphasized at patrol and investigative levels, as well as at the levels of supervisory and command officers. A program will also be implemented to train legal technicians who will work directly with uniformed and other field officers on routine legal matters.

By providing liaison and direct support to all segments of the criminal justice system, the Dallas Police Department will be better able to analyze its own practices, policies, and enforcement efforts. Cooperation has always been the lifeblood of effective law enforcement. The Criminal Justice Interface Division of the Dallas police is enhancing this proven concept with the legal expertise so necessary to the complexities of modern law enforcement.

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GRADUATION

(Continued from page 5)

Federal agencies throughout the continental United States.

The 89th session of the National Academy brought to a close an era of



Participants in the graduation exercises of the 89th session of the FBI National Academy are shown following the ceremonies (left to right): Former Assistant Director Joseph J. Casper, FBI Training Division; Dr. George R. Davis, Pastor of the National City Christian Church, Washington, D.C.; then FBI Assistant to the Director John P. Mohr; Hon. Roman L. Hruska, U.S. Senator from Nebraska; Acting FBI Director L. Patrick Gray, III; Lt. Col. Archie Van Winkle, U.S. Marine Corps, Washington, D.C.; Acting FBI Associate Director W. Mark Felt.

Prior to the graduation, Acting Director Gray awarded the "John Edgar Hoover Medal for Excellence in the Study of Law Enforcement" to Lt. Thomas H. Crofoot, Los Angeles, Calif., Police Department. He also presented three-dimensional National Academy seals to the class officers. Shown, left to right are: Lt. Kevin F. Tobin, Stamford, Conn., Police Department, treasurer; Lt. Joseph J. Staff, Jr., Police Division, Cincinnati, Ohio, vice president; Mr. Gray; Lt. Crofoot; Lt. Col. Archie Van Winkle, U.S. Marine Corps, Washington, D.C., president; and Lt. Joseph C. Cravalho, Maui County Police Department, Wailuku, Maui, Hawaii, secretary.



With the graduation of the 100-member class of the 89th session, a total of 6,134 law enforcement officers have attended the Academy since it was founded 37 years ago.

FBI training which, because of limited facilities, could only provide instruction for a maximum of 200 officers annually in recent years. Beginning with the 90th session, which convened last June 26th at the newly completed FBI Academy on the U.S. Marine Corps

Base at Quantico, Va., classes will be greatly enlarged. The new Academy will train up to 2,000 National Academy officers each year, as well as 1,000 additional officers annually in specialized courses of shorter duration.

FBI



In his office prior to the graduation exercises, Acting Director Gray (right) presents the FBI National Academy Firearms Proficiency Award plaque, donated by the American Legion, to Sgt. Anthony W. Hyde, Oklahoma City, Okla., Police Department.

ODONTOLOGY

(Continued from page 9)

was found in a fire-gutted apartment. Two rings were on the fingers (fig. 3). One was a cheap, hand-carved ring. The other was a high school class ring with the entire name of the graduate engraved on the inner aspect. The body was tentatively identified by the name.



Figure 3.—These rings were taken from fingers of a burn victim. The name engraved on the inner surface of the class ring was not the name of the victim.

“Even though the dental expert might not be able to prove who a person is because of lack of records, he can prove who he is not.”

The medical examiner noted, upon beginning his post mortem examination, that the teeth and jaws did not look like those of a 19- or 20-year-old youth, which the owner of the ring should have been (fig. 4). The forensic odontologist was called into consultation. He estimated the age of the “unidentified” to be late thirties or early forties. Even though the dental expert might not be able to prove who a person is because of lack of records, he can prove who he is not. The body was not that of the graduate.

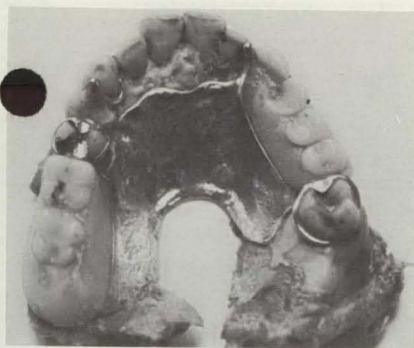


Figure 4.—Resected upper jaw of burn victim.

After a search, the owner of the ring was located. He told the officers that he had given the ring to a 41-year-old friend. A panoramic dental X-ray of the friend (fig. 5) was located at a Veterans Administration Hospital and his identity confirmed.

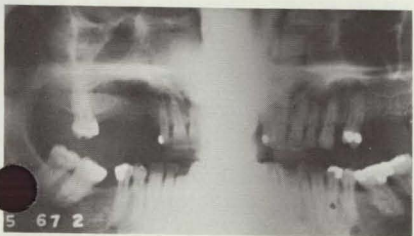


Figure 5.—Panoramic X-ray used to establish correct identity of explosion victim.

Three healing extraction sites provided the clue in the identification of a body burned beyond recognition and found in the back of a minibus in New York City. The two sites in the upper jaw were estimated to be 1 week old. A site in the lower jaw was estimated to be approximately 1 month old. An alert detective found a complete dental record belonging to the owner of a wallet found near the scene. This person had two teeth extracted 8 days earlier, another tooth extracted 3 weeks earlier, and his X-rays completely matched the unidentified.

A burned and mutilated body was found in the trunk of a car and

brought to the office of the chief medical examiner from another area for a more detailed examination than would otherwise have been available. It appeared that the hands, feet, and portions of the head had been cut off to prevent identification.

Careful probing of the burned soft tissue adhering to a portion of left mandible (lower jaw) revealed numerous bone fragments of upper and lower jaw. The broken crown portions of five teeth from the front and left sides were also found. All these were from the upper jaw, and the manner in which they were fractured, distinctly away from their roots, revealed the cause was injury rather than the heat of the fire. Because of the differing coefficients of expansion of enamel and dentin, fracture caused by excessive heat occurs at the junction of these layers.

Two of the teeth had multiple surface silver fillings of poor quality. One of these teeth also had fragments of gutta-percha (used for root canal fillings) adhering. Another tooth was prepared for an acrylic veneer crown (cap).

Additional probing revealed that the mandible from the third molar (wisdom tooth) on the right side to the third molar on the left side was intact. Only the roots of the teeth were left, however, as every crown had been broken off. There were missing teeth on both sides which had been extracted at least 1 year earlier.

After stripping soft tissue from the

mandible, one could easily note numerous fractures. There were evulsion and hemorrhage of one incisor. Under magnification it became apparent that at least two teeth had been prepared for the same type of caps as the fractured upper tooth. The toolmarks left by the dental drill were quite evident.

Because the prepared teeth adjoined the spaces created by the missing teeth, it appeared that this person should have had a removable partial denture in addition to gold caps. This type of substitute denture is usually made of a chrome-cobalt alloy, which is highly resistant to heat.

The ashes from the car trunk were brought in for sifting. No caps nor melted gold fragments were found. No partial denture was found. A melted ball of celluloid was found. Examination under magnification revealed that this was the remains of a temporary cap.

Although no person matching the approximate age, height, or weight of the unidentified victim was reported missing in that area, we are quite hopeful that a dentist who is in the midst of doing an expensive dental restoration, and who may be owed a fair sum of money, will wonder what happened to his patient.

A dentist would not undertake an extensive restoration like this without a comprehensive dental examination. The records we need to identify this man are certain to exist. By painstaking police work we will identify him. Identification very often

"The value of the dentist as a forensic scientist is being recognized by the medical, legal, and law enforcement professions throughout the United States today. We are dependent upon these professions for the case material, inspiration, and encouragement to attain the confidence of the lay public and its acceptance of our science, for it is the private citizens who will make up the juries we must convince of the validity of our scientific conclusions."

leads directly to solution of the crime.

"Bomb Factory" Victims

Even small fragments can be most valuable for identification purposes. In spring 1970 an explosion in a townhouse on West 11th Street snuffed out the lives of three young alleged radicals who were believed to be manufacturing bombs. One male was readily identified. One male and one female torso, each totally unrecognizable other than sex, were recovered from the rubble.

More than a week later a portion of finger was recovered by detectives sifting the rubble. FBI fingerprint experts identified it as belonging to Diana Oughton. At the same time a portion of right maxilla (upper jaw) (fig. 6) was recovered. It contained a central incisor, lateral incisor, cuspid, and shattered first bicuspid. Age of the person was estimated in the late twenties. In the examination of the jaw fragment, no attempt was made to establish sex, as this would have been guesswork.

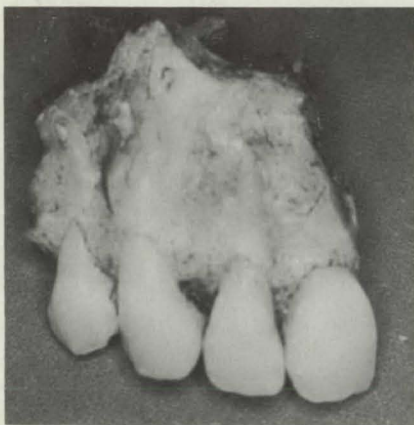


Figure 6.—Jaw fragment used to establish identity of explosion victim.

The central incisor had an area of decalcification (beginning of a cavity) on the mesial (portion toward the midline) surface. This would indicate

that the two central incisors were touching rather than having a space between them. The lateral incisor and cuspid were unremarkable. The shattered first bicuspid, when examined under magnification, revealed tool marks, dental cement, and a tiny metal fragment which resembled gold. We were certain the tooth had contained a filling—a two-surface, distal-occlusal, gold inlay. Dental X-rays of the fragment were made and kept as evidence.

We hoped the jaw fragment belonged to the unidentified male and sought to exclude the possibility of its belonging to Diana Oughton. A dentist who had treated her 2 years prior to the explosion was contacted. He had no X-rays valuable for comparison. His written dental record had conflicting entries. Both entries, however, excluded the possibility of the fragments belonging to the girl.

We compared the fragment X-rays with the X-rays of many males suspected of being in the "bomb factory." None matched. FBI Agents subsequently found an orthodontist who had treated the girl when she was 13 years old, 15 years prior to the explosion. They recovered a set of X-rays the dentist had taken of his young patient which were unmistakably identical with the fragment X-rays except for normal aging changes.

Toward Recognition

We have noted many typical dental and oral injuries on "abused child" homicide victims. We are able to document and often age both hard and soft tissue injuries. Since the prosecutor usually has to prove a pattern of healed, healing, and new injuries to get juries to convict child-beating parents, this type of evidence is most useful. In addition, we have alerted the dental profession to be suspicious if a child exhibiting this injury pattern is presented for treatment of a new injury.

The value of the dentist as a forensic scientist is being recognized by the medical, legal, and law enforcement professions throughout the United States today. We are dependent upon these professions for the case material, inspiration, and encouragement to attain the confidence of the lay public and its acceptance of our science, for it is the private citizens who will make up the juries we must convince of the validity of our scientific conclusions.

(R)

TRAILERS

(Continued from page 13)

Almost all cook stoves and refrigerators and sometimes the water and space heaters have serial plates. Unfortunately, as a rule, no record of them is kept by the equipment manufacturer, the recreational vehicle manufacturer, or the dealer; this practice is apparently based on the desire to save clerical time. The investigator should log these serials along with color and other description of this type of equipment in case (hoping for the exceptional circumstance) the dealer or manufacturer did make a careful record of all serials.

Examination of the inside of trailer cabinets has on several occasions revealed grease-penciled numbers which were used as a guide to installation on the assembly line and which are sequential portions of the recreational vehicle's serial number.

Further recording of the description of the trailer interior and its equipment should be made. A particular characteristic—a four-burner stove, a custom window or vent, a 4-foot refrigerator, a power pack, white wall tires, safety glass in the windows, or kitchen equipment of a particular color—may identify this trailer from all others coming off an assembly line. Imperfections, such as bubbled paneling, pieced floors, and the like, should be noted. These items, taken together

or even singly, can be just as good for identification as that other bit of circumstantial evidence, the serial number.

Some trailers have a plate with a Recreational Vehicle Institute number which will positively identify the vehicle.

Serial Number Restoration

If other means of identification are unproductive, restoration of the serial number can be attempted. When chemicals and other means are used, some numbers may not emerge because they were lightly stamped or the grinding was too deep. It is, therefore, advisable to reconstruct the serial from its apparent fragments.

Should the brand name be unknown, the dealer or manufacturer may be able to furnish a significant portion of the serial number based on descriptive information furnished by the investigator.

In the case of a known brand on a tent trailer, the interior placement of beds and dinette, the size of the frame rails, and the type and size of the tires are factors which determine what model the investigators are examining. Having this bit of knowledge, the investigators often can obtain from the manufacturer substantial portions of the serial number.

In some reproductions incompletely restored serial numbers would give rise to a number of possibilities. For instance, one number restored to the extent of only a slight curve on the upper right side could be a "2," "3," "8," "9," or "0," depending on the style of the numbers.

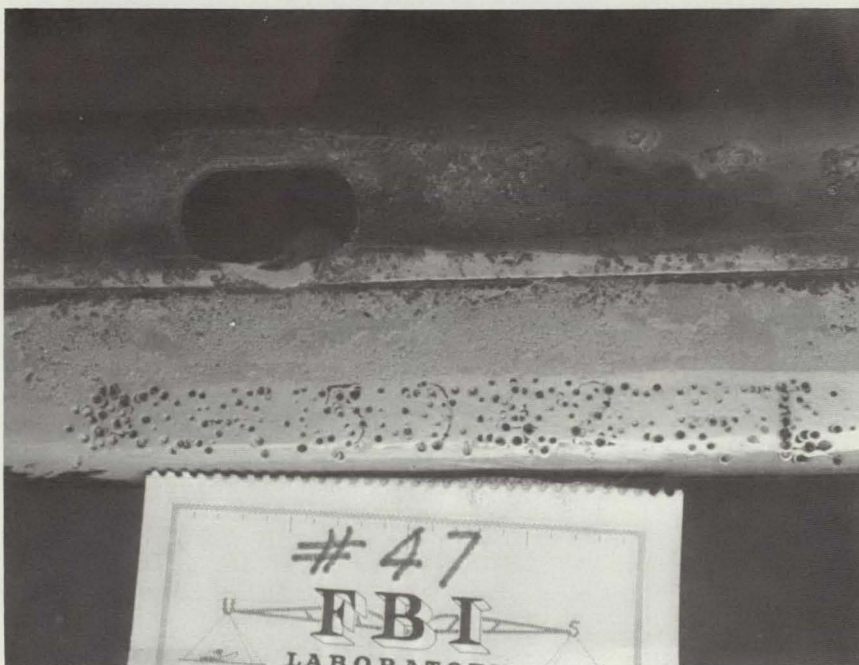
Another partially restored item could yield a fragment of a straight line in the upper area, which could be a "1," "4," or "5," again according to the style of the numbers.

When unknowns occur in a serial number, all logical combinations should be checked out in the FBI Na-



Paint remover uncovers ground-off serial number on trailer hitch.

"While initially examining suspect vehicles, investigators should keep these points in mind: If any brand labels are missing, and if the one that appears is nonexistent or is put on with waterproof adhesive letters, further attention is needed."



Shown is partially restored trailer serial number after attempts to obliterate it with a metal punch.

"Since the original identifying features of recreational vehicles can be so successfully disguised after theft, their recovery rate is low. Some law enforcement departments, therefore, are not aware of the growing theft problem among these vehicles."

tional Crime Information Center (NCIC) since identity and proof of theft could be established quickly through this simple expedient. Unfortunately, however, it is estimated that only about one-half of the trailers stolen are entered in NCIC.

In relation to thieves operating a trailer theft ring, a computer of a State bureau of motor vehicles can be used to great advantage if it can be programed to list all trailers titled by a particular name or company or all titles to a certain trailer brand name.


The National Automobile Theft Bureau (NATB) does have some listings of trailers which are stolen from their subscribers' customers, and these will be helpful in tracing the trailer and making inquiry with the owner in an effort to complete identification. Similarly, corresponding directly with the manufacturer, giving all identifying data, may establish a trailer's theft, since many dealers report back to the factory when one of their recreational vehicles is stolen.

Many dealers, acutely aware of the security of their trailer storage and display areas, employ such antitheft safeguards as living on the premises, installing nighttime lighting, and fencing their property. Some dealers believe theft insurance is excessively high and, therefore, do not have it on their stock. This tends to make them more conscious of the threat of theft.

In the search for safety against theft, a number of dealers have adopted the policy of using trailer hitch locks, of which several types are now on the market. However, these locks, depending on the sophistication

of their design, afford only a varying degree of security.

Maximum Test

Since the original identifying features of recreational vehicles can be so successfully disguised after theft, their recovery rate is low. Some law enforcement departments, therefore, are not aware of the growing theft problem among these vehicles. The enforcement effort to stem these thefts is also hindered by the lackadaisical attitude on the part of some dealers who do not report apparent thefts or, worse yet, maintain insufficient records to identify their loss once they do report a theft. While public and law enforcement attention is being directed to the expanding area of trailer thefts, solutions to these crimes will require a maximum test of ingenuity and thoroughness for the investigating officer. 

IMAGE


(Continued from page 16)

forts of law enforcement agencies on behalf of the American people, the agencies whose officers are involved should make a thorough and objective effort to determine why.

As heads of sheriff's offices, you must patrol your own ranks more carefully than you patrol the towns, counties, and cities which your departments serve. We in the law enforcement profession have a responsibility to keep our ears tuned not only to the plaudits of supporters, but to the com-

plaints of critics. We have a duty to serve all citizens with equal civility, open-mindedness, and respect.

To you who serve our people and our country with such dedication, let me say that I am privileged to begin my third career in the law enforcement profession, and to join you in carrying out our joint responsibilities to our fellow citizens.

You have compiled a magnificent record of accomplishments since the earliest days of our Nation. I look forward to the challenges that face our profession. We shall meet them together, and the American people will know that they have been well served by their peace officers. 

POLICE KILLINGS

With each confirmed report of a law enforcement officer killed in the line of duty because of criminal action, the Uniform Crime Reporting Unit at FBI Headquarters send summary message of the circumstances nationwide via the Law Enforcement Teletype System (LETS). At the beginning of each month, the details of these killings in the previous month are summarized in a separate LETS message.

It has come to the Bulletin's attention that the Michigan State Police (MSP) is reproducing these FBI summaries of police killings and is displaying them on the bulletin boards of each of its 61 posts throughout the State. The messages are posted the day received, and each officer is required to read and initial them.

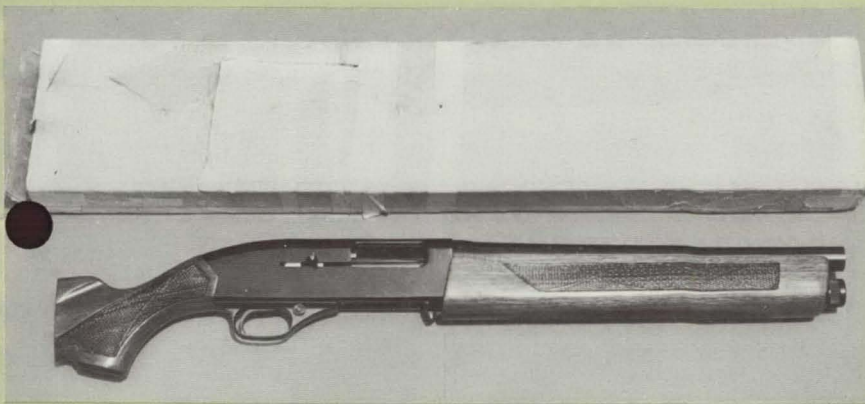
The MSP believes that the information contained in these summaries is vital to the individual police officer in that it instills in him a keen awareness of threatening situations and the precaution necessary to protect himself.

NATIONWIDE CRIMESCOPE

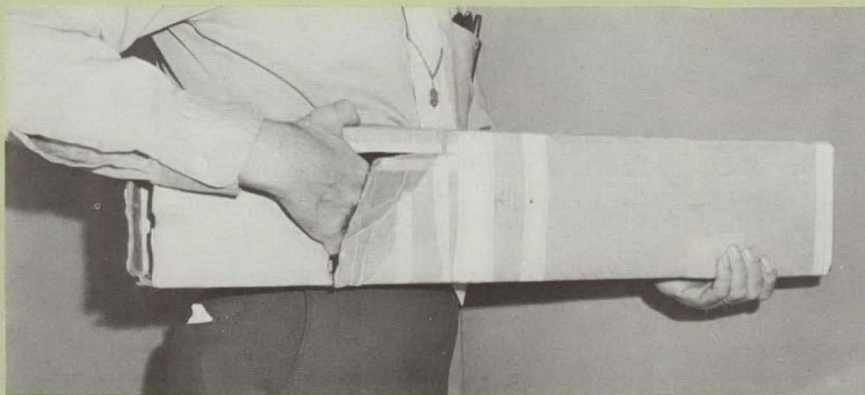
SAC Atlanta / voluntary filler 4/20/72

LOADED PACKAGE

While on duty at a southern airport, a police officer found a cardboard box leaning against an escalator leading from the baggage collection area to the main-level ticket counters. An examination of the box revealed that it contained a sawed-off 12 gauge shotgun. An opening had been cut into one side of the box at a 45 degree angle as an apparent means by which the loaded weapon could be fired while carrying the box as an innocent-looking package. Air line officials were alerted to the discovery, and the weapon was turned over to local Alcohol, Tobacco and Firearms authorities, U.S. Treasury Department, for investigation.



Sawed-off shotgun found at airport.



Shotgun could be fired by placing hand through opening in cardboard box in which the weapon was concealed.

SURPRISED IN THE ACT

A Michigan couple, upon returning home from a shopping trip, noticed a strange automobile with a young woman inside parked in their driveway. Believing that one of their teenage daughters was entertaining her friends, they were not too concerned about the unknown auto. They parked behind the visitor's car, and the wife proceeded to the house while her husband started to unload the auto. As she opened the front door, she spotted a young man on his way out carrying the family television set. Surprised by the lady of the house, the thief dropped the television and fled from the residence. The woman immediately locked the door behind him, and her husband, seeing a stranger bolt from the front door, ran to a neighbor's home to call the police.

The bandit, realizing that he was trapped by the resident's vehicle parked behind his, tried to get back into the house but found the door locked. He then jumped into his car and rammed the auto behind him several times until he succeeded in moving it enough to make his getaway by driving over the lawns of neighboring homes. The police arrived in the meantime and began pursuit of the offender and his accomplice when they sighted their car less than one block away. Both were apprehended when their auto struck a tree during a high-speed chase involving police units from six communities.

(Continued on next page)

*4/12/72
Detroit Human Interest Item*

WANTED BY THE FBI



ROBERTA BRENT SMITH, also known as: Bobbie Brent, Trudi Marcell Hayes, Bobbi Smith, Chris Smith.

Unlawful Possession or Receipt of Firearms; Conspiracy

Roberta Brent Smith is being sought by the FBI for conspiracy and possession of a firearm not registered according to the National Firearms Act. A Federal warrant for her arrest was issued on June 2, 1971, at Tucson, Ariz.

Smith and three accomplices allegedly participated in a conspiracy in which two of the conspirators went to Tucson, Ariz., purchased dynamite, and returned with it to Venice, Calif. On or about May 4, 1970, Smith and an accomplice allegedly took possession of the dynamite in Venice.

Description

Age ----- 27, born November 26, 1944, Cleveland, Ohio.
 Height ----- 5 feet 7 inches.
 Weight ----- 145 to 155 pounds.
 Build ----- Medium.
 Hair ----- Black.
 Eyes ----- Brown.
 Complexion ----- Medium.
 Race ----- White.

Nationality ----- American.
 Scars and Marks ----- Has facial acne scars.
 FBI No. ----- 11,759 H.
 Fingerprint Classification ----- 18 O 1 U OOI 12
 L 17 U IOI

Caution

Smith reportedly has been associated with persons who advocate use of explosives, and she may have acquired firearms. She should be considered dangerous.

Notify the FBI

Any person having information which might assist in locating this fugitive is requested to notify immediately the Acting 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.

CRIMESCOPE

(Continued from page 31)

PHOTO LAB AID

The frequent use of aluminum foil to protect tabletops from chemical stains can be a hazardous practice to users of photographic stabilization processors, according to a technical bulletin recently released by a major manufacturer of film-developing supplies. It has been established by this manufacturer that the reaction of certain activator solutions with aluminum foil results in the emission of hydrogen gas. When this occurs, the gas is accompanied with a fine mist of activator solution which may cause irritation to the nose and throat, coughing, or difficulty in swallowing. Polyethylene sheeting is recommended by the manufacturer as a substitute for the foil to guard against such disturbances.

NOT ONE OR TWO—BUT 47

Acting on information that a local used car lot was selling stolen cars, the police department in a southern city "hit" the jackpot when it checked all the cars on the lot through the NCIC's Stolen Vehicle File. Forty-seven of the automobiles had been reported stolen in a midwestern State and entered into the NCIC by a police department in that State.

RUNAWAY FROM WHAT?

A State trooper in a midwestern State routinely requested an NCIC check on a hitchhiker who admitted being a runaway. Despite the fact that the hitchhiker gave an alias, enough identifying data was obtained by the trooper for his NCIC inquiry to identify the "runaway" as a fugitive wanted by the FBI for bank robbery.

M. J. Eastman-Hodges Company Pub. 5-3-72

FOR CHANGE OF ADDRESS ONLY

(Not an order form)

Complete this form and return to:

ACTING DIRECTOR
FEDERAL BUREAU OF INVESTIGATION
WASHINGTON, D.C. 20535

(Name) (Title)

(Address)

(City) (State) (Zip Code)

Casper to make memo 6/1/72

PRESIDENTIAL SUPPORT FOR LAW ENFORCEMENT PROGRAMS

The President has again urged that more law enforcement agencies promote local, civic sponsorship of law enforcement appreciation days and has stated he will be pleased to send presidential messages in support of such occasions. He also said he will commend local and State law enforcement officers for acts of heroism above and beyond the call of duty or for sustained outstanding performance, when such justification is called to his attention by the head of the agency. The President asks that all requests for messages or commendations be sent to the attention of Mr. Geoffrey C. Shepard, Staff Assistant, The White House, Washington, D.C. 20500.

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

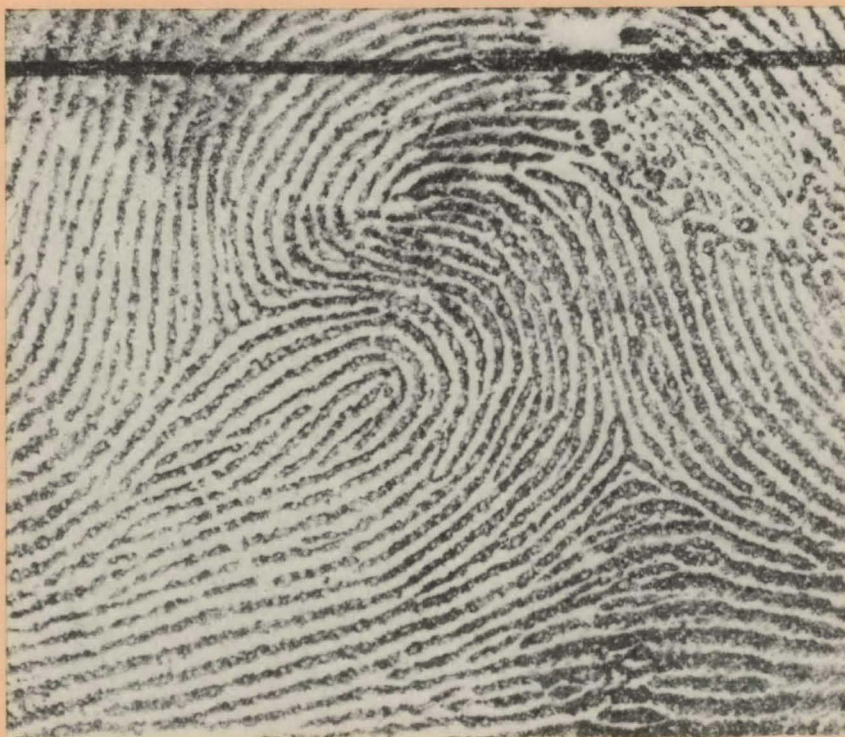
OFFICIAL BUSINESS

RETURN AFTER 5 DAYS



POSTAGE AND FEES PAID
FEDERAL BUREAU OF INVESTIGATION
JUS-432

INTERESTING PATTERN



The pattern shown above is classified as a double loop-type whorl with an inner tracing and presents no classification problem. However, the interesting aspect of this pattern is the unusual position of the two looping formations.