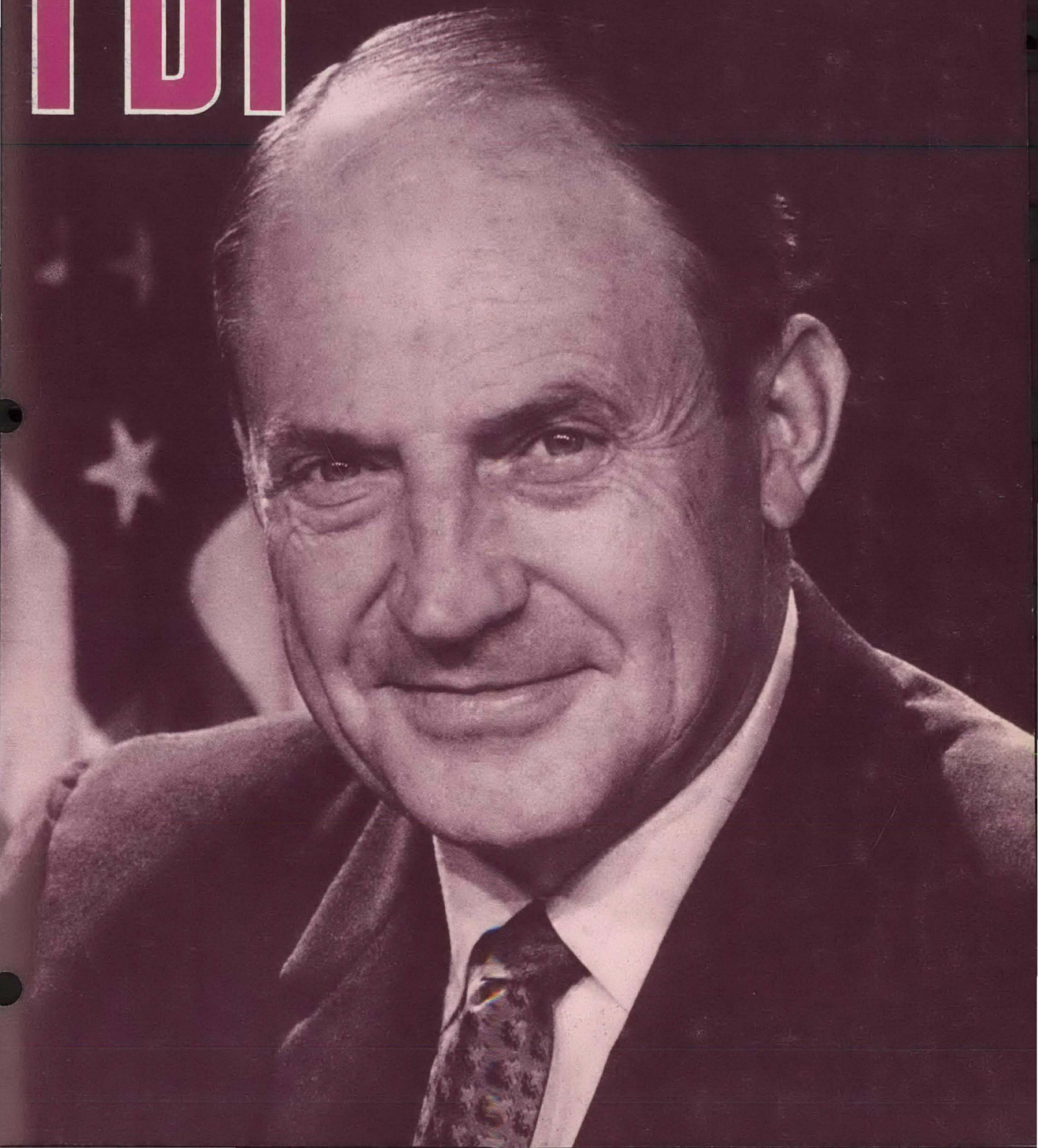


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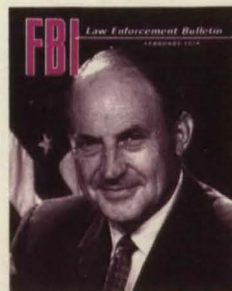
The police and community, especially youth, study each other's needs and goals. 26

WANTED BY THE FBI

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THE COVER

The FBI welcomes a new Attorney General, the Honorable William Bart Saxbe, to the Department of Justice. See article beginning on page 16.



Message from the Director . . .



COMPLACENCY IS ALWAYS a dangerous foe. For a law enforcement officer, it can be a deadly enemy.

In the past 10 years, more than 860 local, county, and State law enforcement officers were slain as a result of felonious criminal acts. Even more troubling is the fact that the yearly number of these murders has more than doubled during the period. This is a tragic loss of lives. It demands that our profession, throughout its ranks, redouble its precautions. While we may never eliminate entirely the wanton killings of police officers, every effort must be bent to hold them to the barest minimum.

How many of these lives could have been spared? We will never know. One thing is certain—to have saved just one of these dedicated officers' lives would have been more than worth any extra effort.

Each law enforcement officer must clearly realize how he appears to many persons. His presence is a symbol of authority. To many this is comforting. To some, unfortunately, it provokes anxiety and fear. These emotions spell danger for a law enforcement officer.

There are many constructive measures that can be taken—and I am sure many have—to protect law enforcement personnel. Training, for example, can wisely balance aggressiveness with restraint in the demeanor of law enforcement officers. It can also concentrate on developing the

safest arrest techniques. Investigations to apprehend dangerous felons can be intensified. Greater care can be exercised in responding to "disturbance" calls, since these summonses for police service have led to a costly toll of policemen's lives. Better equipment to guard personnel can be utilized where it is prudent to do so. Patrol efforts can be fortified in hazardous areas to reduce the risk to any one officer. High-speed communications systems, like the nationwide network of the FBI National Crime Information Center, can be employed to gain quickly vital law enforcement data concerning suspected persons and situations. There are many more.

But, even with all these safeguards, the stark fact remains that many law enforcement encounters—particularly during patrol—are unpredictable and explosively lethal to the officer. He must constantly remind himself that there is nothing routine in law enforcement duty. He cannot shirk that duty even when it—as it frequently does—propels him suddenly and without warning into the jaws of grave human conflict. At these dangerous times, an officer's only companion is his alertness.

It is likely that there will always be ambush assassins, frenzied terrorists, ruthless killers, desperate felons, and emotionally overwrought persons to threaten the lives of law enforcement officers. Our complacency, however, must never be permitted to aid this perilous band of police killers.


CLARENCE M. KELLEY
Director

For illegal aerial transporters leery of landing contraband in more populated areas, New Mexico offers perfect conditions with its wide-open spaces and sparsely inhabited regions. During the past 5 years, droves of narcotic traffickers have discovered these facts. Transporters are also learning, regrettably, that it is almost impossible for the State police, with a total of 300 officer personnel, to effectively patrol isolated landing strips and airways in the fifth largest State (121,666 square miles) in the country. The State offers a demanding blend of terrain consisting of mountains, rangeland, and deserts which make large-scale patrol efforts difficult.

New Mexico, as a result, has become the hub of the Southwest for a vast network of aerial distributors in drugs. The border between New Mexico and Mexico stretches through desert country from Arizona to El Paso, Tex., 180 miles of desolation marked only by a fence. Small private planes can flit back and forth across this border almost unchallenged. It is not at all surprising that it is estimated that more than 100 pilots and planes are currently operating in this illegal drug network.

For the narcotic trafficker who has access to an aircraft, the profits from the drug trade are enormous, sometimes on a level with those of a highly

“ . . . in the course of their investigations the New Mexico State Police Narcotic Division and uniform personnel purchased and/or seized over 9 tons of marihuana during 1972.”

financed modern industry. The volume of this traffic is indicated by the fact that in the course of their investigations the New Mexico State Police Narcotic Division and uniform personnel purchased and/or seized over 9 tons of marihuana during 1972.

In 1½ years of active specialized concentration on these types of traffickers, seven airplanes with defendants and contraband have been taken off the active list.

One of our most recent cases occurred on October 12, 1973, when concentrated joint efforts with the Drug Enforcement Administration resulted in the apprehension of three pilots as members of an air drug-smuggling ring. These arrests resulted in the confiscation of three planes. In addition, five ground crew members were arrested, seven motor vehicles were impounded, and 2,100 pounds of marihuana was confiscated.

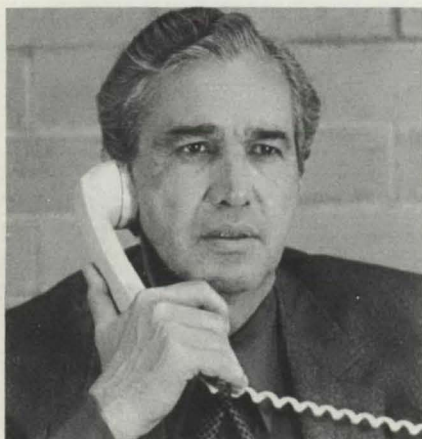
Air Trafficking

Traffickers using light, private aircraft can land on any level patch of ground or a dirt road inside Mexico

as well as New Mexico. They often use a dried-up lakebed just south of Mexicali, Mexico, or even penetrate further down into the western Sierra Madre where they can pick up marihuana cheaper.

Ultimately, the drugs are delivered to large caches in isolated locations from which they are distributed through a series of channels to all parts of the country. The traffickers fully realize that intrastate, interstate and foreign border crossings are safe when flying to these locations. Delivery in this manner is then made in smaller amounts.

The traffickers' narcotics exchange destinations are prearranged with carefully selected accomplices to beset effect an undetected transfer of contraband. Light aircraft are often fueled to the narcotics pickup site by reserve tanks, and the tanks are discarded before they arrive on their normal fuel supply to prearranged, isolated destinations. Accomplices at the destination usually bring extra fuel so that the aircraft can fly back to a legitimate station. These refueling methods greatly extend the range of the

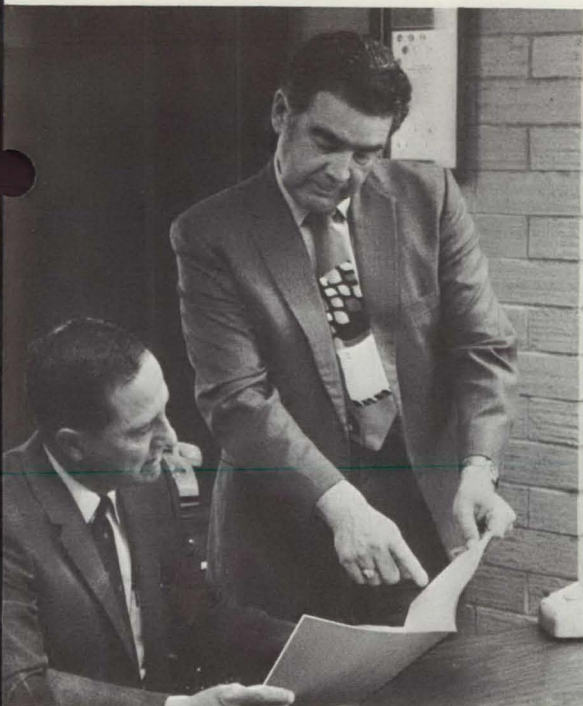


Drug Trafficking Takes to the Air

By

LT. J. B. SOSA

**Air Detail,
Narcotic Division,
New Mexico State Police,
Albuquerque, N. Mex.**



Col. Martin E. Vigil (left), director of the New Mexico State Police, and Capt. T. J. Chavez, commander of the Narcotic Division, discuss the progress of the Air Detail.

aircraft which, along with their versatility, enable them to reach generally inaccessible spots where they can discharge their cargo quickly.

Types of Offenders

The bulk of illicit air drug traffic to New Mexico is conducted by a hard-core of professionals who have both the patience and financial resources to mount the most complex of trafficking schemes. Some dealers trade in heroin and marihuana, others prefer to specialize in one type of drug. In either case, these large-scale operations have to be organized.

Air trafficking is not a business for amateurs. The amateur is quickly detected by authorities or cheated by the trafficking syndicate.

There are three distinct types of air drug-trafficking offenders. All three are drug profiteers:

1. The criminal who engages in the transportation and exchange of contraband.
2. The professional who finances the operation but com-

pletely isolates himself from direct involvement in the trafficking.

3. The amateur criminal.

The first two types are highly skilled, well equipped, and highly motivated by the profits. They employ sophisticated crime skills which are carefully executed. They observe the activities of the police to calculate the best possibilities of escaping detection and apprehension.

Unlike the nonaddict professional, the amateur dealer often enjoys turning himself on with the drug and may freely give others the "weed" to share what he considers a delightful experience. His activities, in violation of the law, are easily detected and frequently prosecuted.

State Police Air Detail

Evaluation of confidential State police intelligence files indicated a definite increase in air trafficking of narcotics by highly organized groups. In midyear 1971, New Mexico State Po-

lice Narcotic Division efforts were, therefore, directed to investigating this activity. The investigation soon confirmed that these types of violations were prevalent.

In February 1972, the Air Detail was established as a special branch of the Narcotic Division. Col. Martin E. Vigil, director of the New Mexico State Police, assigned a priority to combating air drug trafficking. A specialized investigative team of six narcotic agents, stationed in different sections of the State, became the base from which the broad, complex, and unprecedented task of preventing illicit air transportation of narcotics started. The remainder of the division's staff, consisting of 24 resident agents and 12 office employees, was made an integral part of the program.

Main Objectives

The primary mission of the Air Detail is apprehension of offenders using aircraft for illicit transportation of drugs. The overall objectives are:

1. To improve police capabilities in identifying illegal techniques and methods of operation; and
2. To assist in the coordination of cooperative efforts with Federal and other law enforcement agencies.

Another goal is to develop a centralized intelligence network concerning activities of known and suspected drug distributors. This center includes a clearinghouse for dissemination of such information to responsible enforcement agencies.

Rapid mobility, swift response, and better surveillance methods are essential capabilities for law enforcement in any crime abatement program. The Air Detail, supported by effective coordination among the concerned law enforcement agencies, gives resident agents improved equipment and



An arrested pilot was transporting 1,300 pounds of marihuana in an aircraft equipped to hold several 55-gallon gasoline barrels to prolong the aircraft's range.

knowledge for increased success in apprehensions.

Air Detail investigators are narcotic agents for the New Mexico State Police Narcotic Division. These agents are experienced investigators who hold advanced investigative career positions. Their responsibilities include conducting major investigation of significant organized crime figures involved in air drug trafficking, and they maintain close liaison with aircraft leasing and rental companies as well as with airports. An agent's effectiveness depends particularly on his knowledge of his assigned territory. He must be familiar with all the areas that could clandestinely be used as an aircraft landing site.

Uncharted Landing Strips

A preliminary survey of New Mexico revealed an abundance of uncharted landing strips. Many are

equipped with lights or night landing reflector apparatus. The objective of charting potential landing strips became burdensome, since even secondary roads are being used. Therefore, only remote landing sites are being charted, and these are cataloged for quick reference and future intelligence dissemination. Remote landing locations can best be kept under observation by the few inhabitants who may live reasonably close by. A harmonious relationship with these individuals may produce additional observers.

Agents have been designated to gather intelligence data on each established, legitimate airport. Initial contacts are instrumental in learning the complexity of statewide air trafficking in general. These contacts also

develop a personal acquaintance of knowledgeable air transportation personnel which can be an advantageous resource to law enforcement.

As part of New Mexico's responsibilities, the narcotic Air Detail initiated a Report Aerial Narcotic Smuggling Activities (RANSA) program. A statewide, toll-free hotline was initiated to take telephone calls on a 24-hour basis from anyone with leads on aircraft drug-trafficking profiteers. The hotline is manned 7 days a week by State police radio dispatchers who have communications throughout the State and ties to surrounding States. This, together with lectures to aircraft-related organizations, aids the Air Detail's attempt to reduce drug trafficking in New Mexico. However, publicity of the RANSA program has not produced the information which was anticipated. The Air Detail still depends heavily on reliable informants for information.

Radar Detection System

New Mexico has approximately 8,000 licensed pilots and about 3,500 are active fliers. Out-of-State pilots and planes also can lawfully enter or leave the State by plane after declaring with Bureau of Customs ports of entry and Federal Aviation Administration (FAA) officials.

The offenders' method of air trafficking contraband, whether it be across the Mexico-New Mexico border, interstate or intrastate, is done without regard to FAA regulations. Violations such as the filing of fictitious flight plans, flying at night without lights, using someone else's call letters in aerial communication, displaying altered identifying numbers on aircraft, etc., are marks of the

"A specialized investigative team . . . became the base from which the broad, complex, and unprecedented task of preventing illicit air transportation of narcotics started."

criminal trade. These operating requirements are minor obstructions to the criminal who is committing a more serious violation.

Originally, radar was considered a solution to the prevailing problem of detecting unidentified planes crossing the Mexico-New Mexico border. After private meetings with top State officials, radar was abandoned because it was too costly an operation. The problem is not whether present radar systems can detect flying aircraft across the border; the problem is that once a detection is made whether it represents a serious enough violation for an expensive confrontation. It could be the aircraft is a local rancher, a lost pilot, a businessman who has overshot the boundaries—or, in fact, a drug trafficker.

A more practical solution to this narcotic enforcement problem is well-trained officers with a network of reliable sources and equipment equal to that of the challenge.

Conclusion

As today's society becomes more mobile and affluent, the demand for police innovations increases proportionally. The growing complexity of police work has, as experienced by the New Mexico State Police, resulted in more specialization and some modifications in previously accepted concepts of investigation.

The lack of aircraft equipment for aerial observation has hampered the prevention of air drug trafficking. However, the Air Detail is determined to accept the challenge. It is the feeling of the New Mexico State Police that the growing problem of drugs must be attacked by strengthening and refining its existing capabilities. Through this specialized unit, the New Mexico State Police Narcotic Division works toward creating a state of intolerance against major illicit air drug traffickers.

"It is the feeling of the New Mexico State Police that the growing problem of drugs must be attacked by strengthening and refining its existing capabilities."



A plane (above) carrying 479 pounds of marihuana landed at night on an oilfield dirt road without landing lights to make an exchange with a ground crew using a four-wheel-drive vehicle (below).





"Closed-circuit television . . . [with] laser beam transmission is viewed by this department as one of the most modern and effective advances in police communications since the advent of the two-way radio."

By

WILLIAM O. THOMAS

Chief of Police,
University Circle Police Department,
Cleveland, Ohio

TV by Laser Beam Transmission

Police Aid in Combating Crime—

In most large cities in the United States, privately endowed institutions are scattered across the breadth of the cities as if their locations were based upon chance or expediency. In Cleveland, Ohio, however, most of these institutions are clustered within the confines of a 1½- to 2-square-mile area known as University Circle.

The peculiarity of this area is readily apparent in that there is an almost total lack of private residences. Most of the property within this area is made up of privately endowed institutions interlaced only by public thoroughfares. Numbered among the 30-some institutions within the area are

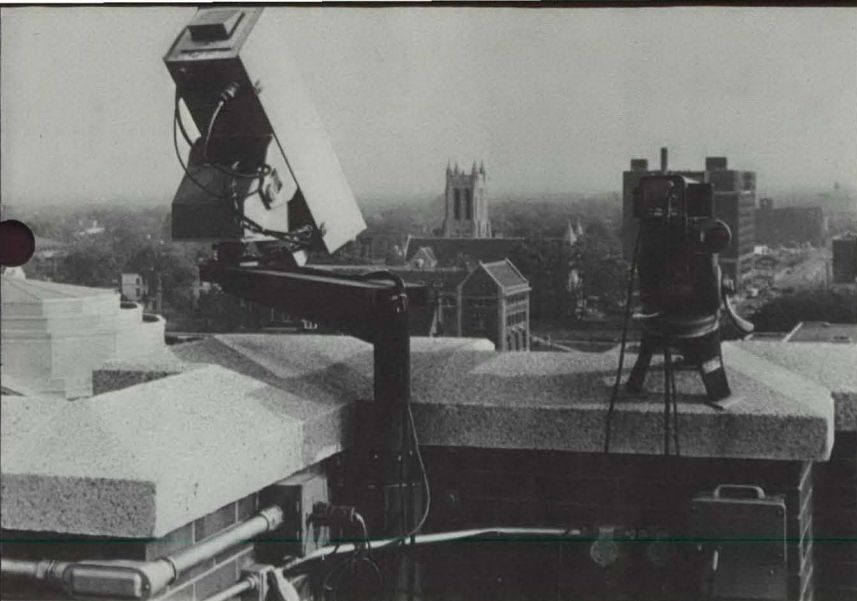
such important edifices as Case Western Reserve University, University and Mount Sinai Hospitals, The Cleveland Museum of Art, and The Cleveland Natural Science Museum. Together, these and the other neighboring institutions comprise one of the most valuable sections of real estate for its size in the Nation. This situation, however, raises a complex of urban problems, not the least of which is police protection.

Compounding the problems relating to police protection is the fact that this entire cultural center is surrounded on all sides by a compacted urban area which encompasses some of the high-

est crime-incident areas in the city of Cleveland. The vulnerability of the cultural center to crime and its easy accessibility to criminals spilling over from the surrounding high-crime districts called for intensifying police patrol. This could not be expected or anticipated from the city of Cleveland due to its necessary commitment to place its available manpower in the high-crime areas.

Police Department Authorized

The solution to this problem was for the University Circle to employ its own po-



television cameras and laser transmitters on top of Case Western Reserve University buildings.

ice department. Commissioned by the city of Cleveland and empowered to enforce the laws and ordinances of the city of Cleveland and the State of Ohio, the department has jurisdiction within the stipulated area of University Circle. In March 1959, the University Circle Police Department was instituted with the hiring of 13 patrolmen and a chief. Equipment purchased included three patrol cars equipped with radios and a radio base station. The venture was funded through assessments to all nonprofit institutions in the University Circle area through a nonprofit development foundation. As police problems and the crime rate increased, it became necessary from time to time to increase the manpower of the department and also to appoint supervisory personnel in order to develop the efficiency and effectiveness of the department's operations.

Today, the department has grown to include 1 chief, 2 lieutenants, 6 sergeants, 2 detectives, 17 uniformed patrolmen, 4 clerk-dispatchers, and 1 secretary. Equipment needs have expanded to include a radio base station, 5 radio-equipped patrol vehicles, 2 ambulances, 6 motor scooters, an unmarked detective car, and 15 portable radios. Additionally, two closed-

circuit television units, which are monitored at the base station, support police patrol efforts.

The University Circle Police Department is responsible for the safety and protection of the University Circle area. In this area is one of the largest and most concentrated cultural and educational complexes in the country. Within this community of institutions are some of the most distinguished scientists, doctors, educators, and professional people in the Nation. In all, more than 35,000 people visit and work within the area each day.

Combating Street Crime

Due to the increase in street crime over the past few years, the department undertook a study of criminal activity covering the years from 1969 to the present. It was a project designed specifically for the purpose of reviewing past police performance in relation to crime in the streets. The study, when completed, pointed out the need for a reevaluation of police priorities, particularly patrol deployment.

In September of 1971, the department instituted a new plan, which called for the redeployment of police

personnel according to both times and locations of past reported offenses. After 4 months, the reorganized patrol effort brought a significant decrease in street crime. Although this was encouraging, it was felt even more could be done to further curb street crimes.

Within the limitations of a tight budget, the department investigated ways of fortifying its patrol coverage short of hiring additional personnel. After months of searching the possibilities afforded by the most advanced technological law enforcement equipment, it was decided that closed-circuit television had the best potential to answer our needs.

Technological Assistance

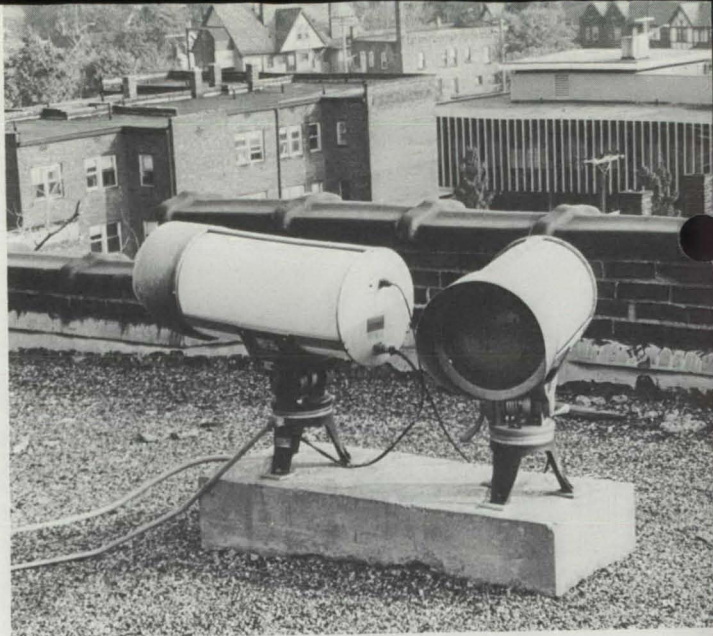
The department was fortunate to have Dr. Yoh-Han Pao, professor, engineering applied physics, one of the leading pioneers in the field of laser communications and a prominent member of Case Western Reserve University Engineering Department, as a consultant. We were able to turn to Dr. Pao for technological advice in the field of laser communication. Utilizing laser rather than cable for transmitting would add flexibility to the closed-circuit television system. Flexibility would enable the monitoring system to meet the shifting incidence of crimes.

The department made application to the Ohio Law Enforcement Planning Agency for funds provided under the Law Enforcement Assistance Administration (LEAA) for the purchase of surveillance cameras and monitoring systems. The funds were granted, and in the second half of 1972, the University Circle Police Department purchased and installed two closed-circuit television systems. This particular system, using laser beam transmission, was a nationwide first and unique to the field of law enforcement.

"The fixed [TV] cameras, complete with tracking and lens maneuverability, are monitored at the police station."

The fixed cameras, complete with tracking and lens maneuverability, are monitored at the police station. This system affords the department the necessary tool to increase coverage within the area without any increase in manpower. A single person is able to monitor several cameras at the same time. With these cameras, we are able to monitor 80 percent of the area where 70 percent of the street crimes occur. A person is also able to control the camera's field of vision. Areas can be monitored where patrol vehicles are unable to travel, such as dimly lit areas and walkways used exclusively for pedestrian traffic. If a crime is committed, the flight of the suspect often can be monitored so that the patrol vehicles can be dispatched to the area, cutting off possible escape. Crimes in progress have been observed by the monitor, the patrol vehicle dispatched, and the unsuspecting perpetrator apprehended before he was able to flee the scene of the crime.

Television receivers are monitored inside the police station.



Laser receivers mounted on top of the police station.

Results

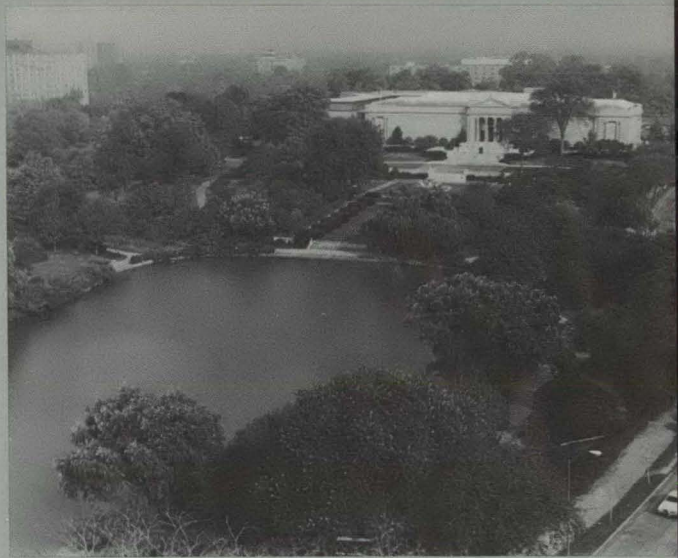
The prime objective of law enforcement is crime prevention. In this area the surveillance cameras have been invaluable. Suspicious activity when observed by the cameras elicits immediate response from the officer monitoring the system. Patrol vehicles are dispatched to the scene, frequently enabling the police to prevent the commission of a crime or effect a quick apprehension. The drop in street crime within the University Circle area gives some measure of

the television system's usefulness in the field of law enforcement.

A few of the actual incidents demonstrate the success of the system.

On November 30, 1972, at approximately 1:30 p.m., four separate criminal incidents, involving four male suspects, were reported to the police department. The crimes, strong-arm robbery (purse snatching) and larceny, had all occurred at approximately the same time. A description of the suspects involved was relayed to the patrol cars while the TV monitors scanned the area. The suspects were observed by the cameras and their getaway monitored. A patrol car was immediately dispatched to cut off their escape. With the assistance of the TV monitors, the suspects were all apprehended 15 minutes after the crimes were committed.

At 3:24 p.m., on December 8, 1972, the department received a call from an hysterical female who stated that she had been robbed at gunpoint by five fe-



Shown are portions of the University Circle area covered by 24-hour surveillance. Included are: Severance Hall (top left), home of the Cleveland Symphony Orchestra; The Cleveland Museum of Art and Lagoon (top right); Amasa Stone Chapel (left); and part of the Case Western Reserve University campus (bottom).

Television cameras and laser transmitters (see arrow below) have panoramic vantage point on top of Case Western Reserve University building.

“ . . . the cultural center . . . [is vulnerable] to criminals spilling over from the surrounding high-crime districts. . . . ”



"Public knowledge of the [TV] system and its uses is also a great crime deterrent."

male suspects. The suspects were observed, by the cameras, walking behind a dormitory complex approximately three-fourths of a

mile from the scene of the crime. The patrol cars were dispatched and the females apprehended.

While scanning the area with the cameras on January 15, 1973, the dispatcher observed two juveniles playing on the ice covering the lagoon. Patrol cars were dispatched to the area to warn the youngsters of the dangers of playing on the ice. While

the cars were en route to the scene, the dispatcher noticed that one of the children fell through the ice and was struggling to avoid drowning. The dispatcher immediately apprised the cars of the seriousness of the situation. The cars hurriedly converged on the scene and were able to rescue the youngster.

(Continued on page 31)

*Press Release
11/30/73*

CRIME LABORATORIES SYMPOSIUM



FBI Director Clarence M. Kelley is flanked (on his right) by Assistant to the Director—Deputy Associate Director Thomas J. Jenkins and (on his left) by Assistant Director Briggs J. White in the above photograph of the forensic scientists who attended a national symposium on Crime Laboratory Development, the first of its kind, at the FBI Academy, Quantico, Va.

The meeting, which was held during the first week of December 1973, was attended by 46 heads of State and local crime laboratories from throughout the Nation and one observer each from the Drug Enforcement Administration (DEA) and the Law Enforcement Assistance Administration (LEAA), which funded the cost of the symposium.

The purpose of the symposium was to determine the most effective manner in which scientific aid and specialized training could be provided to the law enforcement community by the FBI in concert with the assistance offered by LEAA and utilizing the highly developed resources presently existing in many police laboratories.

The meeting evaluated priorities for the expansion of technical training capabilities to further assist law enforcement laboratories in research and consultation services. It was resolved that a national organization of crime laboratory directors or administrators be established. Mr. Kelley emphasized the FBI's desire to work with the State and local crime laboratory directors in the achievement of mutual goals.

NCIC PARTICIPANTS MEET

On November 26, 1973, some 250 representatives of criminal justice agencies from all levels of Government attended a 3-day conference of National Crime Information Center (NCIC) participants. The meeting, held in Washington, D.C., brought together personnel from the various agencies that maintain the 90 NCIC control terminals serving the United States and Canada.

During the free exchange of ideas and views, participants discussed general operations of this vast communications network and considered new applications and procedures relating to it. Specifically, participants from 105 local, State, and Federal criminal justice agencies were brought up-to-date on NCIC operations since the last participants' meeting. Current information concerning the operational status of the NCIC's computerized files relating to stolen property, wanted persons, and criminal offenders was provided. The participants were also acquainted with hardware developments, security-privacy issues, and relevant pending legislation. Attendees were further informed of the progress made by the National Law Enforcement Telecommunications System in improving its service to this Nation's law enforcement community, as well as progress by the FBI in automating its Identification Division's functions and the status of the Uniform Crime Reporting program.

FBI Director Clarence M. Kelley, speaking before a plenary session on the opening day of the conference, underscored the cooperative spirit and basis of NCIC. Mr. Donald E. Santarelli, Administrator of the Law Enforcement Assistance Administration (LEAA), discussed LEAA's role in assisting criminal justice information systems at local and State

levels. Both Mr. Santarelli and Director Kelley emphasized the value of close cooperation between LEAA and the FBI and stressed current efforts to further strengthen this productive relationship.

Following Mr. Santarelli's remarks, FBI Assistant Director Fletcher D. Thompson spoke of moves to automate the Bureau's Identification Division and presented a film on the subject. Another representative of the FBI briefed the group on the development of Uniform Crime Reporting programs on a statewide basis. Other featured speakers included Ms. Peggy Horvath of the Florida Department of Law Enforcement and Mr. Don M. Love, Minnesota Bureau of Criminal Apprehension, who discussed implementation of the Computerized Criminal History program in their respective States. Mr. Bernard H. Flood, Executive Director of the National Law Enforcement Telecommunications System (NLETS) and Mr. Albert E. Storey of Western Union also addressed the plenary session concerning the involvement of their organizations in the current upgrading of NLETS and the communications service provided for NCIC by Western Union.

The following day, participants met according to NCIC regional affiliation, and each of the four regions considered a number of issues and proposals bearing on the operation of the system. In addition, each region

selected the following new officers for 1974:

Northeastern Region—Lt. Robert C. Dalton, New Jersey State Police, Chairman, and Mr. Adam D'Alessandro, New York State Division of Criminal Justice Services, Vice Chairman.

North Central Region—Mr. Dwight E. Bee, Law Enforcement Agencies Data System, Illinois Department of Law Enforcement, Chairman, and Mr. Larry J. Quamme, Wisconsin Crime Information Bureau, Vice Chairman.

Southern Region—Mr. Homer H. Carr, Alabama Department of Public Safety, Chairman, and Lt. Carl B. Stokes, South Carolina Law Enforcement Division, Vice Chairman.

Western Region—Maj. C. J. Beddome, Arizona Department of Public Safety, Chairman, and Mr. Seth Thomas, California Department of Justice, Vice Chairman.

On the closing day of the conference, regional reports were submitted to a plenary session for consideration. The full assemblage considered a number of proposed policy and procedural changes. Those proposals accepted by the assemblage were scheduled for presentation to the NCIC Advisory Policy Board for final determination.

(FBI)

FBI Director Clarence M. Kelley addresses NCIC participants' Meeting.



Police Inspection and Complaint Reception Procedures

Quality control has been used by industry for many years to insure that their products meet specified minimum standards during each phase of production. It is a concept that law enforcement agencies would do well to adopt. Many already have, but they call it *inspection*.

The modern concept of inspection had its beginning for the Salt Lake City Police Department in the fall of 1963. Capt. Calvin C. Whitehead, who commanded the combined traffic and patrol divisions, issued instructions to his lieutenants to collect a random sampling of field activity reports and traffic citations. They were to interview involved citizens concerning their impression of the officer who contacted them and of the police department.

Captain Whitehead reasoned that the contacts might accomplish these purposes: (1) The public would be made aware that the department was

By

JOSEPH L. SMITH

**Assistant Chief of Police
Salt Lake City, Utah**



concerned with the conduct of its officers. (2) The approach of officers to traffic violators, victims, and witnesses would improve. (3) The number of complaints against officers would be reduced.

Naturally, the lieutenants were cautioned to evaluate carefully remarks made by citizens who were contacted. A few might harbor extreme negative feelings, and use the interview as an opportunity to "get back" at the officer.

The program met with only limited success—limited because it remained in effect less than 6 months. When it was ended, there were fewer complaints against officers, but the results were not quantified.

The inspection program was dormant until February 1970 when Captain Whitehead was named chief of police. One of his first acts was the creation of an inspections and complaint reception unit within the de-

FBI Law Enforcement Bulletin

partment's administrative services division.

An Administrative Tool

To head the new unit, Capt. Edgar A. Bryan, Jr., was appointed an assistant chief of police. Two lieutenants and a sergeant were assigned to conduct inspections on a regular basis, and to receive complaints and conduct investigations.

Inspections. It was anticipated that an inspections program would meet resistance. To minimize it, until the program proved its value, all police personnel were informed that the new unit had been formed, and what its purpose was. The department's weekly newsletter printed several articles explaining inspections.

The articles pointed out that inspection is a necessary administrative tool intended to promote efficiency, assure economy of operations, maintain an acceptable level of service, and standardize operations. All personnel could expect to be subject to inspection at least once each year.

Our present inspections program is patterned after the original. The inspector selects at random from several different kinds of police activity. On a typical day, an inspector might interview a burglary victim, a homicide witness, a juvenile arrested for shoplifting, and a citizen who was cited following a traffic accident. Each person contacted will have one thing in common—his life was in some way affected by the same officer.

Our inspection form lists the officer's name and division, the citizen interviewed, and the date. It shows the type of police contact: robbery victim, field interrogation, initial report, etc. It lists specific questions to be answered concerning the officer's attitude, emotional control, personal appearance, and other factors. Completed inspection forms are main-



Chief J. Earl Jones.

Officers must have confidence that disciplinary action arising from internal inspections "will be as consistent and fair as it is swift and sure."

Capt. David C. Campbell.



tained in a file separate from the officer's personnel file.

It is important to note that the majority of citizens contacted are positive in their comments about police officers. However, there are some serious negative observations made, and when this happens the inspector selects at least five more citizens to interview. This is done to test the validity of the complaint. Ultimately, the officer is counseled, or the complaint is identified as possible hostility on the part of the citizen.

Inspections are not limited to uniformed officers. Supplementary reports filed by plainclothes detectives are pulled, and victims, witnesses, and offenders are contacted.

Each officer is informed by letter of the results of his inspection. He is informed of his strong and weak points, and of the general image he is projecting to the public. Inperson counseling is done only when serious problems are noted.

After the program was in effect for more than 1 year, Assistant Chief Bryan made the observation that "Inspection is one of the best public relations tools this department has ever had. Complaints against officers dropped from about five a day to an average of five a month."

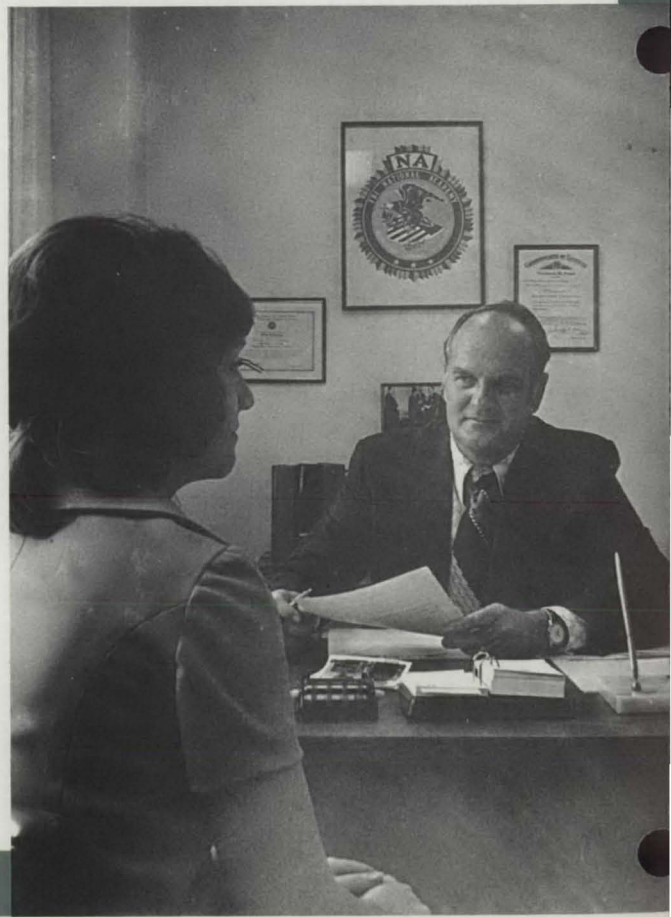
Since inspection was adopted as a regular function, the administration of the department has changed. The present chief of police, J. Earl Jones, changed the name of the unit to *police standards*, and has placed it in the administrative services division under the command of Capt. David C. Campbell.

Resultant Changes

Chief Jones supports the concept of inspection and has added to it. For example, he may direct the unit to inspect for proper utilization and acceptance of new programs such as the misdemeanor citation.



A situation which could prompt inquiries by the police standards unit is reenacted in these photos showing an officer in the common police function of issuing a traffic citation. Frustrated and angry, the woman being issued the citation suddenly assaults the officer with her handbag. The young woman is interviewed by a lieutenant of the department's police standards unit concerning the reasons that prompted her assault and battery of the officer. All complaints receive a complete and thorough investigation.



Another addition is a policy of at least two surprise inspections each year of the department's evidence room. Case files are opened at random so that the inspector can make sure that all items of evidence listed, such as drugs, money, and property, are actually stored in the evidence room—not just on paper. The inspector must certify that evidence custodians are following all accounting safeguards built into the evidence handling and storage system.

Complaint reception. Law enforcement agencies normally exert more control over employee conduct than private business. It has been said that law enforcement functions within a fish bowl. It is subject to constant scrutiny, especially by the news media. Therefore, misconduct improperly handled, or attempts to whitewash or cover up, are usually discovered and made known to the public.

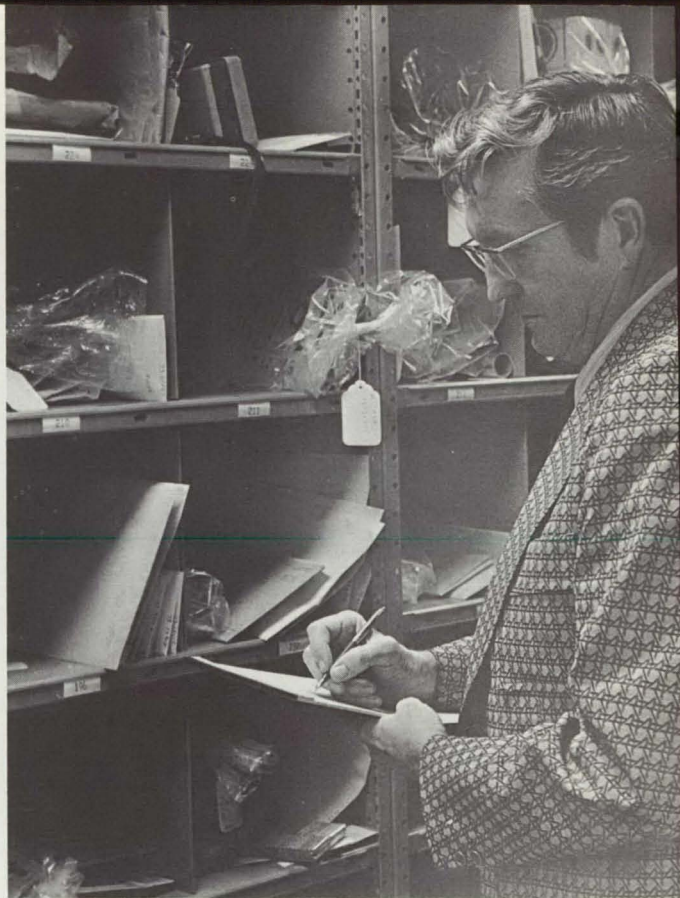
A better way is to let the public know that the department is constantly alert for misconduct, and that reported cases will receive a prompt and fair investigation. A law enforcement agency should not discourage the reception of complaints. Without them, problems would quickly multiply.

Any complaint reception or inspection program will be more acceptable to officers and employees by encouraging their input. They may have valuable suggestions concerning rules of conduct and the operation of the program itself. Input can be formal through the formation of committees, or informal via the suggestion box or group discussion.

When complaints are received, the department should make sure that the person complaining is free from any fear of reprisal. Complainants should also be notified of the final disposition of their complaint.

This department makes a full complaint report and notates a separate file for quick reference. Before an investigation is started, the investigator

A lieutenant conducts one of the semiannual surprise audits of the department's evidence room.



“ . . . inspection is a necessary administrative tool intended to promote efficiency, assure economy of operations, maintain an acceptable level of service, and standardize operations.”

informs the officer and his commanding officer of the complaint, unless doing so would positively jeopardize a successful and impartial investigation.

Most complaints are resolved by skillful and understanding interviews with all parties. Frequently, it is necessary to check dispatch tapes and logs to establish or verify times, places, names, and circumstances.

When all other methods fail, the officer may be asked to submit to a polygraph examination; however, the complainant must be willing to take the examination first to establish the validity of the complaint.

Whatever methods are used for complaint reception, and whatever

policy is established for regular inspections, the public must be informed frequently that these functions are an ongoing part of the department's operating procedures.

It is vital that officers be given every opportunity to present their side of an issue when a complaint is made against them. Their confidence in the internal investigative system should be established in the beginning. They must know, without question, that if they are innocent, they will have complete support from the chief of police or sheriff. Conversely, if they are guilty, they should be confident that discipline will be as consistent and fair as it is swift and sure. (18)

Attorney General

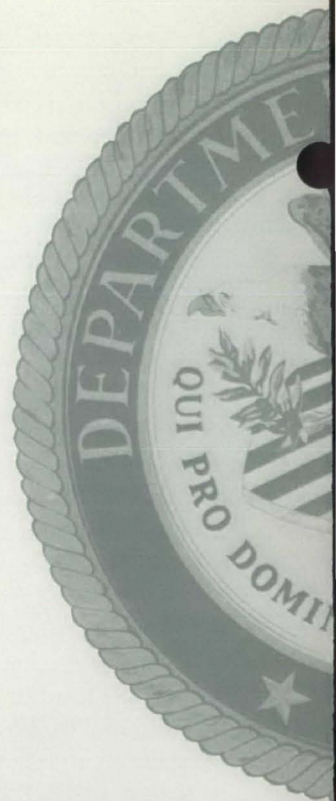
On January 4, 1974, the United States gained its 70th Attorney General, the Honorable William Bart Saxbe. He succeeds the Honorable Elliot L. Richardson, who recently resigned from this position.

With his long and distinguished career of public service, Mr. Saxbe brings to the position as head of the Department of Justice a rich reservoir of experience. At the time of his nomination by President Richard M. Nixon, Mr. Saxbe was the senior U.S. Senator from Ohio.

Born in Mechanicsburg, Ohio, on June 24, 1916, Mr. Saxbe can trace his ancestral roots to Pat-

rick Henry, the great American orator and patriot. In 1940, following graduation from Ohio State University, Mr. Saxbe entered on active duty with the U.S. Army. During World War II, he served in cavalry and armored divisions, with subsequent transfer to the Air Corps where he was a bomber pilot. After the war, Mr. Saxbe enrolled in the Ohio State Law School, from which he received his LL.B. degree in 1948. He is also a veteran of the Korean War, having served honorably from 1951-52.

In 1946, Mr. Saxbe was elected to the Ohio House of Representatives, beginning his public service



Judge Robert M. Duncan of the U.S. Military Court of Appeals administers the oath of office for Attorney General to the Honorable William Bart Saxbe while Mrs. Saxbe holds the Bible.




William Bart Saxbe

career at the age of 29. He was reelected to the House three times, and at the age of 34 became majority leader. Three years later, he was chosen Speaker of the Ohio House. From 1957-58 and from 1963-68, he was the Attorney General of Ohio, serving as the State's chief legal officer longer than any other person.

Mr. Saxbe was admitted to the Ohio bar in 1948 and was a practicing attorney there from 1948-58 and from 1960-63. In addition to membership in the Ohio State Bar Association, he is a member of the American Bar Association and of the American Judicature Society. Six Ohio

colleges have recognized Mr. Saxbe's accomplishments and have awarded him honorary degrees.

On November 5, 1968, Mr. Saxbe was elected to the U.S. Senate. During his tenure there, he earned the respect of his colleagues. His assignments included the Armed Forces Committee, the Government Operations Committee, and the Post Office and Civil Service Committee.

Mr. Saxbe has been married to the former Ardath (Dolly) Kleinhans since 1940. They have two sons, a daughter, and three grandchildren. 

FBI Director Clarence M. Kelley congratulates the new Attorney General at his swearing-in ceremonies. From left to right are: Special Prosecutor Leon A. Jaworski, Director Kelley, Mr. Saxbe, and Mrs. Saxbe.



A Law Enforcement Officer Sues for Defamation

By
ROBERT C. BLUNT
Special Agent
Federal Bureau of Investigation
Washington, D.C.

"Every free man has an undoubted right to lay what sentiments he pleases before the public; to forbid this is to destroy the freedom of the press: but if he publishes what is improper, mischievous, or illegal, he must take the consequence of his own temerity."

—Blackstone

• A letter is mailed to every family in a village with a population of 1,000. The letter, written as the result of a traffic dispute, accuses the village's deputy marshal of being a "criminal," "600% perjurer," "stupid," and "incompetent." The author of the letter, a private citizen, admits that his desire is to see the police officer removed from office and that his letter was motivated by ill will.¹

• A newspaper publishes an article based on a statement, read at a city council meeting, which was allegedly furnished by a woman who later refused to sign a formal complaint. In the article a police sergeant is accused of burglary, drinking on duty, ignoring radio calls, and lying about the location of his patrol car. There was no evidence that the newspaper made any inquiries regarding the truth or falsity of the charges prior to publishing the article.²

In each of the above cases the police officer sued for libel, and in each case the officer lost. There was no question as to the defamatory character of the accusations, or whether the accusations could injure or were intended to injure the officer in his profession or office. However, it was held in both cases that these officers were "public officials" and, as such, each officer had failed to prove that the defamatory statements were made with "actual malice."

Defamation Defined

Defamation is an invasion of an individual's interest in reputation and good name, and consists of words or writings communicated to a third person which have an adverse effect on the opinion which others in the community have or tend to have of the plaintiff.³ Defamation, therefore, is that which tends to diminish the esteem, respect, goodwill, or confidence in which the plaintiff is held, or to excite adverse, derogatory, or unpleasant feelings or opinions against the plaintiff.⁴



A defamatory communication is generally classed as being either libel or slander, and although there is no precise distinction between the terms, libel can be considered defamation which is communicated by the sense of sight (e.g., written words),⁵ and slander is that which is communicated by the sense of hearing.⁶ Defamatory matter is generally said to be published when it is communicated to a third party.⁷

Public Officials

In the landmark case of *New York Times Co. v. Sullivan*,⁸ the U.S. Supreme Court held that a "public official" could not recover damages for a defamatory falsehood relating to his official conduct absent proof that the statement had been made with "actual malice."

In reaching this result the Court, relying upon the guarantees of the first amendment, found that there is a profound national commitment in favor of uninhibited, robust, and wide-open debate on public issues. Such debate, the Court reasoned, must be protected even though it may include vehement, caustic, and sometimes unpleasantly sharp attacks on government and public officials.⁹ In effect, therefore, the public official in the performance of his governmental duties, or by his conduct in personal matters which have a bearing on his

"... the U.S. Supreme Court held that a 'public official' could not recover damages for a defamatory falsehood relating to his official conduct absent proof that the statement had been made with 'actual malice.'"

fitness for his official position, is himself the public issue.

By placing himself in the public arena, whether through election, appointment, or merely accepting employment in a public office, the public official must submit to the scrutiny and criticism which often accrue to such offices. As stated in *New York Times Co. v. Sullivan*, the citizen-critic of government has as great a duty to make his criticisms known as the public official has a duty to administer his responsibilities in a fearless, effective, and vigorous manner.¹⁰

Courts considering defamation cases in the wake of the *New York Times* decision have added to the class of individuals who could be considered "public officials," or "public figures." The plaintiff in *New York Times* was an elected city commissioner.¹¹ Other plaintiffs held to be public officials or figures were a Congressman,¹² a city assessor,¹³ a branch post office supervisor,¹⁴ a manager of a city community center,¹⁵ a private investigator in the employ of a city,¹⁶ grand jury members,¹⁷ a court clerk,¹⁸ and a State university student senate member.¹⁹ Law enforcement officers held to be public officials included the Director of the FBI,²⁰ a captain of detectives,²¹ a police lieutenant,²² a patrolman,²³ and as we have seen, a police sergeant,²⁴ and a smalltown deputy marshal.²⁵

Actual Malice Defined

The courts, while being very liberal in holding that individuals serving in

various public or semipublic positions were public officials, have been very restrictive in finding the type of conduct that evidences "actual malice." *New York Times Co. v. Sullivan* held that "actual malice" was equated to knowledge (on the part of the publisher), prior to publication, that the statement was false, or with reckless disregard of whether it was false or not.²⁶

The following cases decided by the Supreme Court of the United States, subsequent to *New York Times*, indicate the complexity of establishing actual malice on the part of the defendant. In *Garrison v. Louisiana*,²⁷ handed down 8 months following the *New York Times* case in 1964, the Supreme Court furnished a catalog of conditions which would not satisfy the actual malice requirement. Mere negligence, or lack of ordinary care, in publishing the defamatory matter was not enough.²⁸ Similarly the fact that the defamatory material, commenting on a public official's performance, affected his private, as well as

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

"... while being very liberal in holding that individuals serving in various public or semipublic positions were public officials, [the courts] have been very restrictive in finding the type of conduct that evidences 'actual malice.'"

his public reputation, did not render the actual malice standard inapplicable.²⁹ Further, *Garrison* required that the plaintiff-public official show that the statement was made with a high degree of awareness of its probable falsity on the part of the publisher,³⁰ and that the publisher's intent was to inflict harm through falsehood, rather than merely an intent to inflict harm.³¹

The Court noted, however, that a knowing and deliberate lie published about a public official would not be protected as a fruitful exercise of the right of free speech.³²

The 1966 case of *Rosenblatt v. Baer*, 383 U.S. 75 (1966), rejected the standards of State law as the standard for determining whether a particular plaintiff was a public official. The Court observed that the States had developed definitions of "public official" for local administrative purposes, as opposed to the national constitutional purpose, expressed in *New York Times*, of providing protection to free expression.³³ By voiding the effect of State definitions concerning an individual's status as a public official, the Court reinforced the impression, implicit in *New York Times* and *Garrison*, that the zone of protection afforded those who comment on public affairs is determined by the nature of the conduct commented on, and its relation to matters of public concern, not by what may be arbitrary classifications of public officialdom.

In *St. Amant v. Thompson*, decided in 1968,³⁴ the U.S. Supreme Court held that one accused of libeling a public official could not automatically insure a favorable verdict in a defama-

tion action by testifying that he had published the defamatory material in the belief that it was true. The Court held that it was the province of the finder of fact to determine whether a publication was indeed made in good faith.³⁵

The *St. Amant* decision also suggested the following evidence which could be relied upon to establish actual malice and an absence of good faith: The defamatory material was fabricated by the defendant; the story was the product of the defendant's imagination, or was based wholly on an unverified anonymous telephone call; the publisher's allegations were so inherently improbable that only a reckless man would have put them into circulation; there were obvious reasons to doubt the veracity of the defendant's source of information, or the accuracy of his reports.³⁶ The Supreme Court has also held in the 1967 decision of *Curtis Publishing Co. v. Butts*³⁷ that actual malice may be established upon proof by the plaintiff that the defendant's conduct was highly unreasonable and constituted an extreme departure from the standards of investigation and reporting ordinarily adhered to by responsible publishers.

Actual Malice Illustrated

"COP REBUKE IN TOT MOLESTING URGED" was the "catchy" headline of a front page article in a Minnesota newspaper.³⁸ Persons merely glancing at the headline could logically conclude that the plaintiff, a police captain, might be a child molester.³⁹ The text of the article con-

tained accusations that the officer had failed to arrest an obvious child molester; had flown into a rage when informed that the child's mother had discussed the matter with her priest before coming to the police; had accused the mother of trying to get even with her husband, the alleged child molester; and had refused to send an officer out to make an arrest.⁴⁰

The court ruled that the trial jury was entitled to believe that the majority of these statements were false, or colored to the plaintiff's detriment. In actuality a physician's preliminary examination of the child had failed to support the molesting charge, and the police had been advised by a county attorney that the facts in their possession would not support an arrest unless an interview of the father yielded more evidence. When the police informed the mother of their predicament, both the mother and her brother requested that the accused not be interviewed at that time for fear that he would abuse the family. Additional evidence was later obtained, and county attorneys authorized the father's arrest the following afternoon.⁴¹

The court noted that this article, involving highly offensive charges against the plaintiff, was published within hours after news of the meeting between the child's mother and police officials reached the newspaper 6 days following the date of the meeting. It was the court's opinion that since 6 days had already elapsed the defendant newspaper could have taken the additional time necessary to learn what had actually occurred at the meeting.⁴² Important in this regard was the fact that the individual carrying word of the meeting to the newspaper had not been present at the meeting. The reporter who wrote the article testified that he "assumed" that his source was a party to the meeting, though the article indicated that the mother had carried word of the meeting to the reporter's source. The ar-

"The Supreme Court has . . . held . . . that actual malice may be established upon proof by the plaintiff that the defendant's conduct was highly unreasonable and constituted an extreme departure from the standards of investigation and reporting ordinarily adhered to by responsible publishers."

article had further stated that the plaintiff could not be reached for comment, even though the plaintiff, who was off duty, was at home all day. The reporter also neglected to contact the mother, her brother, or any of the officers who had been present at the meeting in addition to the plaintiff. Further, the reporter had been put on notice that his story might be in error, prior to publication, when he contacted the plaintiff's superior who warned him that there had been a misunderstanding as to what had actually occurred. Finally, it was noted that the newspaper had failed to print a retraction of the story when requested to do so by the plaintiff.

On the basis of the foregoing evidence the court ruled that the jury was justified in finding that the newspaper article was needlessly false, was printed for the sole purpose of attracting the attention of the reading public, and was given the most controversial view possible even after being put on notice that the entire matter was based upon a misunderstanding.⁴³ All the factors tended to support with convincing clarity a finding that the story had been published with reckless disregard as to its falsity or truth.⁴⁴

Conclusion

Under the current state of the law, a public official faces a far more difficult situation than a private citizen with regard to obtaining recompense for defamatory publications. A law enforcement officer has been defined by case law as a public official. To succeed as a party plaintiff in a defamation proceeding he must therefore

plead and prove that the person publishing the defamation did so with a reckless disregard as to the truth or falsity of his statements.

FOOTNOTES

¹ Rowden v. Amick, 446 S.W. 2d 849 (Mo. Ct. App. 1969).

² Suchomel v. Suburban Life Newspapers, Inc., 40 Ill. 2d 32, 240 N.E. 2d 1 (1968).

³ W. Prosser, The Law of Torts, § 106, 754 (3d ed. 1964) [hereinafter cited as Prosser].

⁴ Ibid. at 756.

⁵ Prosser, § 107 at 770.

⁶ Ibid.

⁷ Prosser, § 108 at 785.

⁸ 376 U.S. 254 (1964).

⁹ Ibid. at 270-271.

¹⁰ Ibid. at 282. In taking this view the Supreme Court placed its imprimatur on what had been the rule of law in a minority of the States. See Pierce, "The Anatomy of an Historic Decision: *New York Times Co. v. Sullivan*," 43 N.C.L. Rev. 315, 342 (1965). The *New York Times* decision is, in this respect, a natural consequence of the high Court's earlier decision in *Barr v. Matteo*, 360 U.S. 564 (1959), which denied recovery for even knowingly false or malicious defamatory statements by Federal employees, if the issuance of the statement could be found to have been made within the outer perimeter of the employee's line of duty.

¹¹ *Supra* footnote 9.

¹² *Washington Post Co. v. Keogh*, 365 F. 2d 965 (D.C. Cir. 1969).

¹³ *Eadie v. Pole*, 91 N.J. Super. 504, 221 A. 2d 547 (App. Div. 1966).

¹⁴ *Silboubitz v. Lepper*, 55 Misc. 2d 433, 285 N.Y.S. 2d 456 (App. Div. 1967).

¹⁵ *Brown v. Kitterman*, 443 S.W. 2d 146 (Mo. 1969).

¹⁶ *Bishop v. Wometco Enterprises, Inc.*, 235 So. 2d 759 (Dist. Ct. App. Fla. 1970).

¹⁷ *Stanke v. B. E. Darby and Sons, Inc.*, 291 Minn. 468, 193 N.W. 2d 139 (1971), cert. dismissed, 406 U.S. 902 (1972).

¹⁸ *Theckston v. Triangle Publication, Inc.*, 100 N.J. Super. 452, 242 A. 2d 629 (1968), cert. denied, 393 U.S. 1001 (1969).

¹⁹ *Klahr v. Winterble*, 4 Ariz. App. 158, 418 P. 2d 404 (Ariz. Ct. App. 1966).

²⁰ *Application of Levine*, 97 Ariz. 88, 397 P. 2d 205 (1964). Though this was not a defamation case, the subject of defamation arose as the result of certain statements made by the petitioner, an applicant for admission to the State bar, which were critical of then FBI Director Hoover, and the Arizona Supreme Court noted that the petitioner's statements regarding the FBI Director must be governed by the principles stated in the *New York Times Co. v. Sullivan* decision, thereby including the FBI Director within the class of those considered public officials.

²¹ *Mahnke v. Northwest Publications, Inc.*, 280 Minn. 328, 160 N.W. 2d 1 (1968).

²² *Gilligan v. Farmer*, 30 A.D. 2d 26, 289 N.Y.S. 2d 846 (Sup. Ct. 1968).

²³ *Jackson v. Filliben*, 281 A. 2d 604 (Del. Supr. 1971).

²⁴ *Supra* footnote 3.

²⁵ *Supra* footnote 2.

²⁶ *Supra* footnote 8.

²⁷ 379 U.S. 64.

²⁸ Ibid. at 79.

²⁹ Ibid. at 76.

³⁰ Ibid. at 74.

³¹ Ibid. at 73.

³² Ibid. at 75.

³³ 383 U.S. 75 at 84-85.

³⁴ 390 U.S. 727.

³⁵ Ibid. at 732.

³⁶ Ibid.

³⁷ 388 U.S. 130, rehearings denied, 389 U.S. 889 (1967).

³⁸ *Mahnke v. Northwest Publications, Inc.*, 280 Minn. 328, 160 N.W. 2d 1 (1968).

³⁹ Ibid. at 9.

⁴⁰ Ibid. at 3.

⁴¹ Ibid. at 4.

⁴² Ibid. at 9.

⁴³ Ibid. at 11.

⁴⁴ Ibid. at 14.

GALLANT PIRATE

Persons engaged in the manufacture and distribution of unauthorized recordings are commonly referred to in the recording industry as "pirates."

Recently the FBI conducted an investigation into the activities of an individual who openly and freely admitted that he was a tape pirate. He rationalized, however, that he did not believe the copyright laws to be constitutional and that through his "gallant piracy" he was providing tapes for young people, who could not afford the regular price, for much less than the cost of purchasing legitimate tapes.

On a plea of guilty to 45 counts of a 48-count indictment one of the defendant's recording companies was fined \$500 on each count for a total of \$22,500. The sentencing judge did not agree with the rationale of the "gallant pirate."

Defendant to search note 10-11-73 re "The Court (Newman) also Speeches dba Copy - Rite Company COMBAT"

Police Cadet Corps

CAREER DEVELOPMENT—

"It [the cadet program] has turned into one of the best programs we've ever had in the department."

In the late summer of 1971, the Columbia, S.C., Police Department began a new program which met with almost instant success, and became one of the most workable in the history of the department.

It was at that time that the Columbia Police Cadet Corps was initiated. Prior to that time, young men and women between the ages of 18 and 21 interested in a career in law enforcement had to wait until their 21st birthday before applying to the department. Because of this age barrier, the city of Columbia Police Department was losing a number of promising young applicants either to other law enforcement agencies or to other occupations. So many times, high school graduates would come to the department, only to be told they would have to come back in 2 or 3 years. Few ever returned.

As a result, the average age of officers in the department in 1971 was quite high, since one of the prime sources of manpower was the Armed Forces. Many of these men were retired noncommissioned officers, and the department continued to take applicants up to the age of 44.

Manpower Source

The cadet program instantly opened up a new source of manpower

As he enforces parking regulations in the downtown area, a police cadet issues a parking violation ticket.





By
WILLIAM R. CAUTHEN
Chief of Police,
Columbia, S.C.

for the department, as well as freeing regular officers from duties which had previously kept them out of direct law enforcement activities. There certainly is little need for experienced personnel being tied down at police headquarters. The cadets have allowed regular officers to get out of headquarters and out on the street where the crime is.

The cadet applicants are given an examination by the city's civil service board as well as a personality test which gives the department a look at the psychological makeup of each applicant. While negative results of the personality examination are never used solely to disqualify a candidate, the results often strengthen other information gained through a thorough background investigation of each prospective cadet.

The cadets dress in light blue uniforms with white caps to distinguish them from members of the regular force who wear dark blue uniforms. The cadets do not carry firearms or night sticks, but do carry walkie-talkies outside headquarters to call for assistance from a regular officer when the occasion presents itself.

When the Cadet Corps was first established, some of the young men tried

to take on the responsibilities of regular officers. There were one or two instances when cadets attempted to make arrests of suspected shoplifters. They had to be reminded that they did not have the authority to make arrests as police officers. Through the better communications established between the cadets and headquarters in the use of walkie-talkies, the problems associated with arrest situations have been solved. When cadets encounter circumstances requiring a regular officer, they can call for one conveniently and quickly.

Training

During their tenure as cadets, these young men and women—the first female was hired July 10, 1973—are given experience in each of the seven divisions which make up the Columbia Police Department: traffic; patrol; security (jail); juvenile, vice and narcotics; detective; records and identification; and the training and community relations division.

Originally, the cadets were placed under the supervision of the traffic division, since at that time their main duty was to enforce parking regulations. As the number of cadets increased, the duties to which they were assigned also increased in number. There still remained a problem, however, in that most of their time was spent in the traffic division.

As a result, a new division, training and community relations, was established. The division consists of one lieutenant, one sergeant, and the

"During their tenure as cadets, these young men and women . . . are given experience in each of the seven divisions which make up the Columbia Police Department. . . ."

cadets. A rotating shift has been established, taking into account the age of the cadets, which will allow each new cadet to spend as much time in each division as possible.

In addition, the cadets take part in the regular in-house training at the department. They are also eligible for Law Enforcement Assistance Program (LEAP) funds for training at local colleges where curricula in various aspects of criminal justice are available.

Shortly before they reach 21, the cadets are sent to the J. P. Strom Criminal Justice Academy, where they undergo 6 weeks of intensive police training.

Seven cadets have completed training at the academy and joined the regular force since the program began. That number should continue to increase on an annual basis. As a group, the cadets have done much better at the academy than others who had no experience and even better than some officers who had been with the force some time.

The average grade for the seven cadets who completed the training at the academy was 714.5, compared to average grade of all their classes of 681.1, or 33.4 points higher than the class average.

Only one cadet fell below the average of his class, and he was in the program only a short time before entering the academy.

Achievement

Not only are the cadets scoring higher academically, but they are also proving themselves on the force.

For example, one cadet was placed in the patrol division, walking a beat. Later his superiors found he had a good background in riding motorcycles and scooters. So he was placed on one of the city's new motor scooters.



After a tour of police headquarters, fourth graders discuss police work with their tour guide, a police cadet.

In early June of this year, a vice detective was beaten by a suspected shoplifter in an alleyway. The suspect ran into a parking lot several blocks away where he hid in a truck which had just been unloaded.

A police cadet had seen the man running down the street and called the headquarters' radio dispatcher on his walkie-talkie. The call went out and was received by the cadet on the scooter who was patrolling an area about 10 blocks away. Patrolmen on scooters have permission to leave their assigned beats in such instances, and he reached the parking lot shortly after the suspect boarded the truck.

"I noticed a puzzled look on the face of the truck driver and rode over to investigate," the cadet said. "When the man saw me coming, he jumped out of the truck and started to run. I kept up with him easily on the scooter, and he ran into two other officers who came as backups."

This cadet has also been used as an undercover man primarily on vice cases. He now teams with another

"Another advantage of the Cadet Corps has been the enormous dollar savings afforded the department."

cadet in some cases. Other cadets also have been used in this capacity, usually on a two-man team with regular officers.

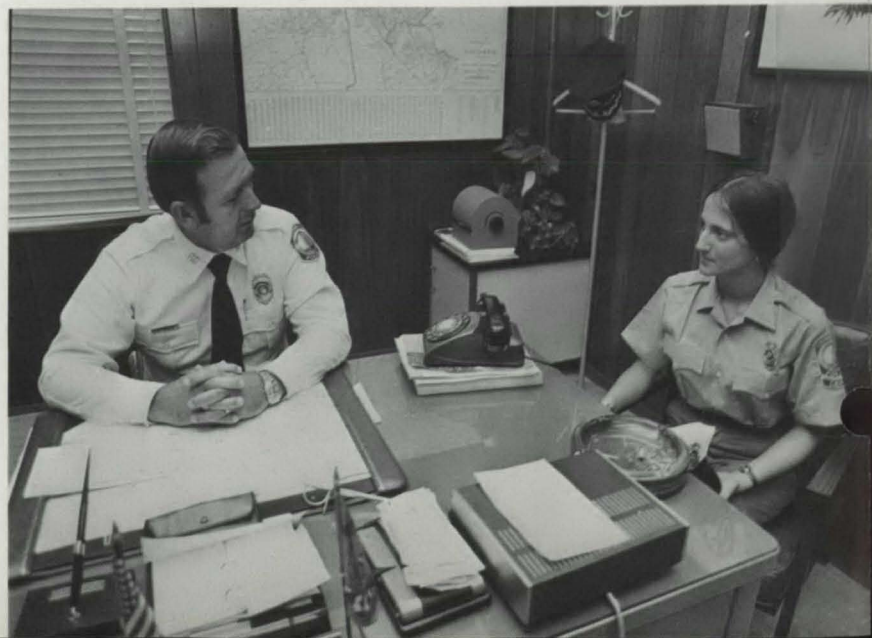
I believe retention of cadets in the department will be higher than the average of all recruits for the department. When these young men and women are ready for transfer to duties of a sworn officer, they know whether or not they want to become police officers. In addition to that, after watching them perform as cadets over an extended period of time, we know whether or not we want them as regular members of the department.

Funding and Recruitment

The cadet program was originally funded through use of Emergency Employment Act (EEA) moneys, which though still in effect, are temporary funds. Now, however, a number of permanent positions are funded by the city.

In the early spring, there was a problem in recruiting cadets, but the training and community relations division, together with the Public Information Office at city hall, put together a multimedia public service campaign, which had the effect of quadrupling the number of applicants in only 5 weeks.

A newly hired police cadet discusses her duties with Capt. Robert A. Wilbur, head of the patrol division.



The television, newspaper, and radio campaign centered on the theme of service to the community. Salary and fringe benefits were also highlighted as was post-high school education available through LEAP.

The majority of the cadets are enrolled in 2-year university career programs, either in criminology or police administration. A 4-year program recently opened at the University of South Carolina, and I am certain that many cadets, as well as regular officers, will take advantage of that program.

Another advantage of the Cadet Corps has been the enormous dollar savings afforded the department. When we train a regular officer, the cost is, by comparison with the cadet, phenomenal. If we lose a regular recruit after 6 or 8 months because he realizes he doesn't want to be a police officer, the cost is a nearly total loss since the officer had insufficient time to become productive in his work.

But with the cadets it's a different story. Their salaries are lower. They perform their duties well. We get a day's work for a day's pay. From their grades at the academy and their performance after that as regular officers, I'd have to say the cadet program is one of the best and most inexpensive training methods we have.

If we didn't have a cadet serving as a clerk in the detective division, for example, we'd have to have a civilian clerk or a detective taking care of the work. So whether or not the cadet becomes a regular officer, and it is our intention that he should, he has nonetheless been serving in a needed capacity while a cadet.

That's a lot cheaper than hiring a man, sending him to the academy, and having him leave after 4 or 5 months on the force.

We're using cadets now in all our divisions. Some cadets are serving as clerks in the court, as clerks in other divisions, enforcing parking regula-

tions, and at times serving as radio operators and directing traffic at peak volume hours. One handles photographing and fingerprinting.

While enforcing parking regulations, the cadets have their best opportunity to meet members of the general public. The experience itself is invaluable, and it also gives merchants and shoppers in the downtown area a chance to meet young men and women working toward a career in law enforcement. This image is good for the cadets and the department.

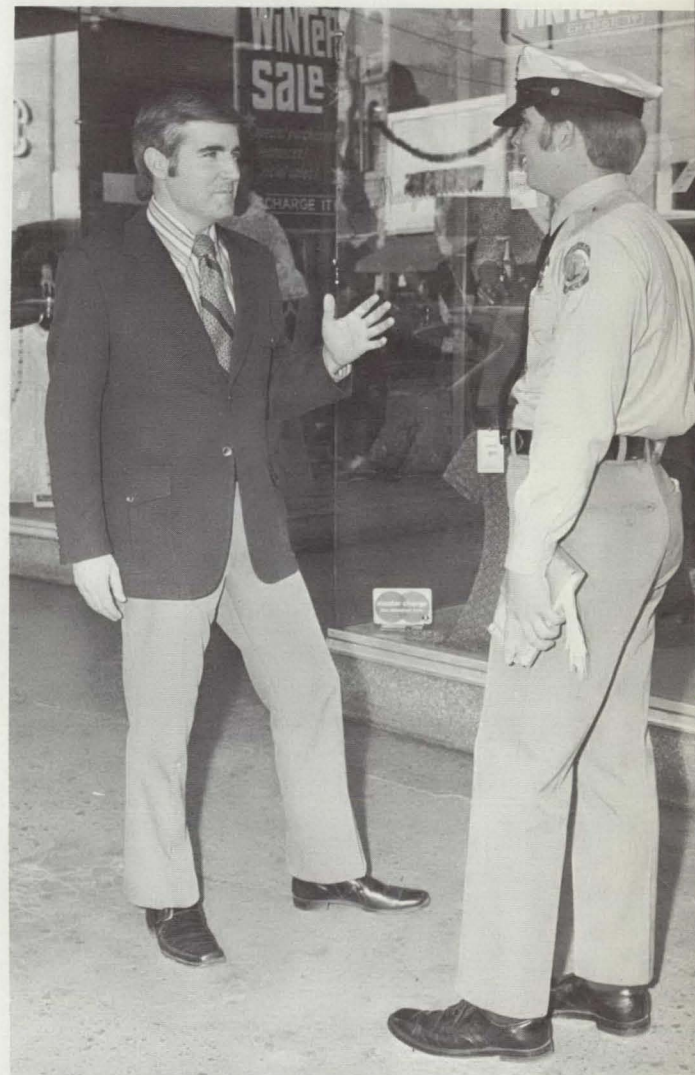
The good community relations gained here is an added plus for the department. A fine example was the

cadet who changed a tire for an elderly lady in a driving rain storm. A regular officer would probably have called a service station of the lady's choice, but the cadet did something which had a great deal more impact . . . not only to the lady but to passersby as well.

Cadets also give tours through the department and for other public relations and educational programs.

We've been well satisfied with our cadets. In fact, the program is outliving our expectations by far. It has turned into one of the best programs we've ever had in the department. ®

A cadet talks with a Columbia citizen while patrolling the parking areas in the downtown area.



"The school . . . is the best equipped resource to impress upon our youth, and the general public as well, the necessity for a lawful society."

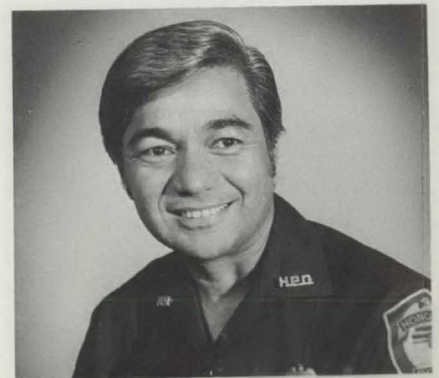
LAW and JUSTICE Awareness Program

Building From the Ground Up . . .

Hawaii, the paradise of the Pacific and long considered the utopia of racial equality and harmony, suffers its share of crime and violence. Its capital city of Honolulu is constantly growing as new people arrive every day. Like other cities faced with rapid growth, we have increased problems of insufficient housing, unemployment, welfare, and racial disharmony. The manifestation of these sociological factors in crime and socially aberrant behavior ultimately has an influence on youth.

The Honolulu Police Department has recognized that youth are in turmoil about values and lifestyles, and since they reject many authorities, they may reject or resent even more the authority represented by those who enforce the law. The growing influence of youth permeates every aspect of our culture. The impact of youth on fashion, entertainment, political processes, and morals is ines-

By
SGT. HARRY J. CHINN
Police Department,
Honolulu, Hawaii



capable. The course of action is quite apparent. Youth must be made aware of the necessity of the law and its total effect upon their environment. They need to be exposed to the truths and fallacies, not only of the police and the

law, but of social and ethnic relations as well.

The Police Community Relations Division and the Model Cities Law and Justice Citizen Task Force agreed on a comprehensive plan for formal education in law and justice was needed to meet this challenge. As a result, the law and justice awareness program was implemented. In September of 1972, the law and justice awareness program, along with the college opportunities program, was recognized nationally as one of the outstanding Model Cities projects by the National Model Cities Directors Association.

The inception of the Model Cities police-community relations program in 1969 included two components: (1) the neighborhood safety community service aide program, and (2) the law and justice awareness program. These projects were established as an attempt to improve police-community relations and to reduce and prevent deviant or delinquent juvenile behavior. The neighborhood safety aide component was terminated in 1972 for several reasons; however, some of the experiences and ideas generated by the project were later utilized in developing an expanded community relations program.

The Program

The law and justice awareness program was implemented through the public school system in the Model Neighborhood Areas. The school, as a cultural liaison between our society and our youth, is the best equipped resource to impress upon our youth, and the general public as well, the necessity for a lawful society. The program curriculum is designed to provide a comprehensive program of formal instruction for the three educational levels—elementary, intermediate, and high school.



Chief Francis A. Keala.

Some objectives of the program are:

- To develop an understanding of society based upon justice, the process by which laws are established, and why laws are necessary.
- To develop a positive attitude toward upholding law and to strengthen the relationship between law enforcement and the community.
- To provide students an opportunity to ask questions and express their views in a relaxed setting which promotes police-youth interaction.

Although the objectives parallel those of other school programs, the officer-instructor's approach and expectations of students differ considerably. The emphasis is primarily on creating the kind of atmosphere necessary to establish a genuine relationship between the officer-instructor and the student, rather than upon the academic phase of the lessons. The officer-instructor visits parents of all participating students to encourage and facilitate this relationship further. In addition, followup counseling is extended to students with problems that could not be corrected either by the regular school guidance system or by parental direction. Once estab-

lished, this rapport provides the avenues for the student to reach a level of awareness where he can appreciate the human aspect of the law and those who enforce it. The basic method involves discussions and dramatizations by the students of real-life situations involving citizens and law enforcement officials to sensitize them to the problems inherent in these situations. Students thus come to their own conclusions as to the role of the law in society.

The duration of the course is approximately 40 hours, and the highlights of the curriculum are as follows:

Introduction to the function of law enforcement. Youth discussion of their own losses due to theft, and discussion regarding causes and prevention of theft.

Personal responsibility. Problems of an individual's reputation as affected by friends' deviant activities; dangers of environment and character weakness which lead to negative labeling and trouble with the law.

Regulatory agencies and the law. Discussion of offenses resulting from unethical business and professional practices, as well as violations of municipal codes, such as sanitation regulations.

Meaningful community involvement. Discussion, with case histories and personal experiences of students, of apathy and unwillingness to become socially involved; discussion of heroes who did become involved; volunteer and charity programs.

Understanding the role of the police officer. The police officers' approach to groups, gangs, and individuals; dangers and other factors which affect the police officers' behavior; dramatizations.

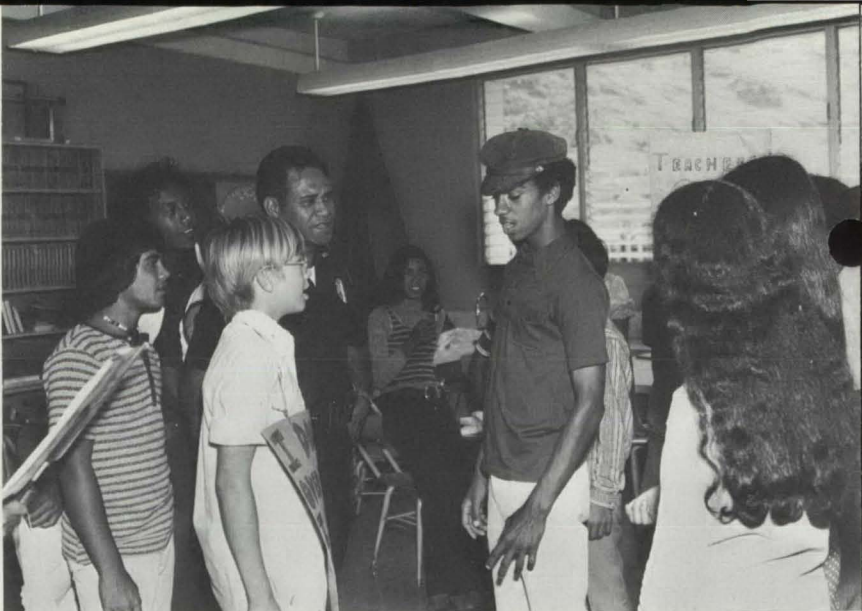
The lawmaking process. Anarchism; how laws are established in other societies and how they differ from our own.

Understanding the administration of justice process. Mock courtroom situations with discussion of decisions; open discussions for creating new ideas and approaches to solve problems which face the community and the school; how we can help family and friends to understand the functions of law and order.

The learning process is further reinforced with field experiences to coincide with relevant lectures and discussions. Field experiences include tours of the district, family, and circuit courts; the State capitol; and even the military complex at Pearl Harbor. The trip to Pearl Harbor and the U.S.S. Arizona Memorial there is scheduled to focus upon the concept of "meaningful involvement and responsibility." This visit has the effect of dramatizing the point that maintenance of our free society has in the past required, and will in the future require, determined effort and sacrifice.

Special Techniques

Special classroom techniques are designed to increase program effectiveness. It is clear that words alone cannot make an individual aware of the problems of the police officer. To create a realistic approach to the problem through education, drama is utilized in the curriculum. The class is divided into three groups, and each group is given an assignment to dramatize a realistic conflict situation.



To increase their awareness of the order-maintenance function of the police, students dramatize a confrontation between officers and demonstrators.

For example, one group is instructed to act out a noisy party affair, another to portray a college student protest demonstration, and the third still another situation. The students are instructed that, during this performance, they will be confronted by the officer-teacher as if he were a patrolman on the beat. They in turn will react to the officer as they have seen adults reacting in similar situations.

During the presentation, emotions sometimes surface and occasionally get out of hand. Hostility toward the officer is unmasked. In such instances, one of the remaining classmates is asked to play the role of the police officer. The students take it from there.

This kind of confrontation through role playing often exposes prejudices and misconceptions to more meaningful examination. In one critique after a dramatization, a student who was known for his resentment toward the police was asked how he felt about the

reenacted episode. He answered, "Now I know why the policeman had to use force to carry out his duties." These sessions have truly made it possible for the youth to empathize with the police officer and understand problems. The students also enjoy this method of learning by exploring in simulated incidents the problems of living and relating to people.

As a spinoff of this classroom activity, students at one high school have developed a musical drama "Who's Guilty?" The play portrays the problems of law and justice and also provides an opportunity for the students to put their natural singing and dancing talents to positive, creative use. This drama has been performed widely throughout the State of Hawaii and also was performed in Chicago, Ill., at the national Model Cities conference. The play has been filmed by the State department of education and will be used as part of the department's government curriculum.

"... words alone cannot make an individual aware of the problems of the police officer. To create a realistic approach to the problem through education, drama is utilized in the curriculum."



Sergeant Chinn discusses the play "Who's Guilty?" with students in the law and justice awareness program. Sergeant Chinn and 25 students were invited to the National Model Cities Directors Association annual conference to present the program in Chicago, Ill., in October 1972.

The experience has had noticeable impact upon the 100 or so young people who have participated in the musical drama. Previously, many were unable to communicate well with other people, and others were considered to be behavior problems. The changes in their ability to relate to others, their improved self-confidence, and their more positive outlook, particularly of the future, have been amazing.

At the conclusion of each class, the students are given the opportunity to evaluate the program in an anonymous manner. The question "What do you feel are the most important ideas gained in the course?" is asked. One student answered, "To try to get along with other people, and policemen, and also to get a better understanding of what's going on in this world. Today there are not too many people who have learned about this. And I hope they could have this course in every school . . . so that the younger students, and the older students would

understand and wouldn't get into trouble in the future."

Several events have occurred which have demonstrated the worth of this program. One involved a former law

and justice awareness student, then a 9th grader at Nanakuli High School, who was instrumental in the apprehension of two "drug pushers" on the school campus. The student commented, "I learned from the law and justice awareness class to get involved and help keep our community free of drugs."

A total of 4,321 young people from the Model Neighborhood Areas have participated in the program. The most encouraging indication of the program's success is the marked decline in the juvenile arrest rates in the two neighborhoods where the program operates. Comparing neighborhood statistics for fiscal year 1971-72 with those for 1969-70, which indicate the number of arrests per hundred population in ages 6-17, Waianae-Nanakuli has dropped from second to fifth place in the rate of juvenile crime for neighborhoods on the island. Kalihi-Palama, which was highest in the island's rate of crime in 1969, showed a decline in juvenile arrest of 21.1 percent. It is believed that this program has been a major factor in the decline. Of the students completing the course who had pre-

Participating in simulated strike activity, students learn the problems which are characteristic of this type of situation.



vious arrest records before enrolling in the law and justice awareness class, only 5.3 percent have been arrested again.

Like most new ideas, the program encountered stiff resistance at the outset. School officials and teachers tended to be highly skeptical about changes in the normal academic curriculum. Resistance to the program was strong. Insinuations were even made that the program was a form of propaganda rather than education. Some community members questioned police motives. However, with the aid of key individuals in the community, and the eventual success of the program, we have been able to overcome most negative attitudes. Overall, there has been a positive community response to the program. Many other school districts within the State of Hawaii have requested it for their schools.

Expansion of Program

The Honolulu Police Department, in September of 1971, expanded the law and justice awareness program to schools, serving approximately 700 students annually, outside of the Model Neighborhood Areas. A unique phase of the expansion was the formation of classes for youngsters, both boys and girls, from the Hawaii Youth Correctional Facility. The results of these special classes have been gratifying in initiating constructive attitudinal changes among these young people.

Patrol beat officers with community relations training are now providing instruction in law and justice awareness classes for students.

Also a part of the expanded program is conflict intervention, which developed out of the experiences of the law and justice awareness program. Through a series of incidents and confrontations, the community

relations specialists developed a dialogue with young gang leaders in the Waianae neighborhood concerning the future of youth in the community. As a result of these discussions, pushing of drugs in the schools, auto theft, and vandalism in the neighborhood were greatly decreased. Through increased awareness of their surroundings, positive involvement in community activities developed among many youth gang members.

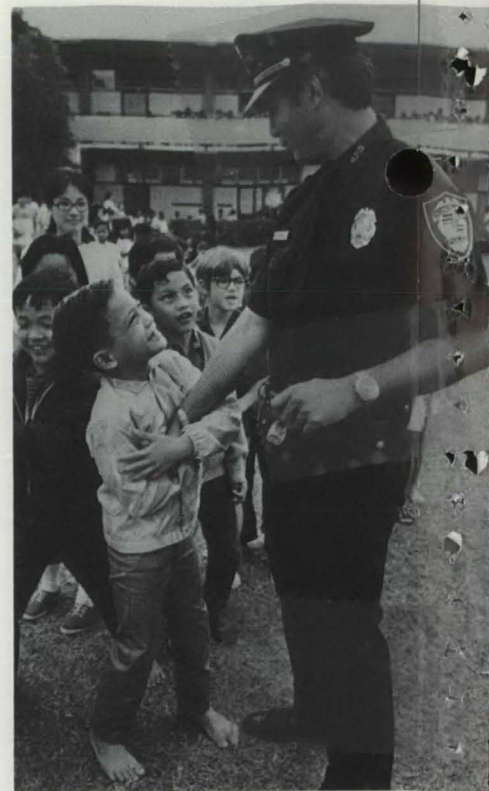
Ongoing training sessions with community relations officer specialists are conducted during the 3-month rotation of beat officers into the community relations program. In addition to utilization of community relations programs, they are also assigned for purposes of orientation to other agencies and juvenile and adult probation counseling programs.

The officers who have so far participated in the program have responded positively. One of the officers who, prior to involvement in the program, had shown no interest in the community or youth problems, wrote this letter to the parents of youngsters involved in the law and justice summer youth program:

"Since our summer youth program is coming to an end, I just want to take this opportunity to say that it has been a pleasure and a great experience for me to work with your son (daughter).

"At the beginning of the program, the kids were a little reluctant to openly express themselves. In time, however, we all got to know one another and the kids learned from the experience as well as me learning from them.

"I hope all that we have shared together will remain with us through the years. Soon, everyone will be going their separate ways, and I will be returning to my regular duty as patrol officer, but I'm sure we won't forget each



An elementary school student clowns with his officer-instructor between classes

other. If there is anything I can do for your son (daughter) at any time, please feel free to call on me."

Creation of this change in attitude in the patrol beat officer is, in itself, a major program achievement.

The significant aspect of this concept is the unique training interaction process of rotating beat personnel at the district level. This interaction creates an awareness in the individual officer of community relations objectives. More important, this program provides a practical setting for the police and community to explore and discuss mutual needs and goals.

The law and justice awareness program shows great promise; however, much work still is required to make it a permanent part of police operations. Perhaps, it will open the way for a more enlightened era of police community relations.


TV BY LASER

(Continued from page 10)

These few incidents are representative of the system's capability. They particularly point out the usefulness of the cameras in improving a most critical area of police operations—response time. Delay lessens the chance of apprehension and increases the possibility that a more critical situation may arise. It is also felt that the impact of decreasing street crime will result in the reduction of related crimes. Public knowledge of the system and its uses is also a great crime deterrent.

Moreover, when monitoring the vehicular traffic, accidents can be noted, assistance dispatched, and prolonged tieups averted. Injured parties can be transported to the hospital with greater speed due to swifter response by the police.

There are many advantages of laser beam transmission over the cable network necessary for conventional TV surveillance systems. The cameras need not be permanently located; this feature lends both portability and flexibility to the system. There is no need to reroute cables or overhead wires with changing objectives, only the laser beam need be redirected for relocation. The cameras are in operation 24 hours per day in all but the most severe weather conditions. Interference from electromagnetic sources does not affect the system.

In order for law enforcement agencies to keep up with increased criminal activity, we must enlist the aid of all the scientific and technological advances which are afforded us. Closed-circuit television is one of those aids, and its use of laser beam transmission is viewed by this department as one of the most modern and effective advances in police communications since the advent of the two-way radio. 

Campus Emergency: Color It Blue

The old phrase, "an ounce of prevention is worth a pound of cure," could very well be a new creed of the University of Oklahoma (OU) Police Department, according to the school's Office of Media Information. The OU security men are applying this old saying to crime prevention with the installation of an Emergency Phone Service on the Norman campus.

The phones are located in blue phone boxes bolted to 10-foot tall aluminum poles. On top of each pole is a blue dome light underneath which is a triangular reflector decal which reads, "Emergency: Police, Fire and Ambulance."

Particular attention was given to locate the seven emergency phones in areas of the campus where telephone service is sparse or unavailable.

For those in need of help, it is just seconds away. Lifting the receiver rings the OU dispatcher's office at the police department. As the dispatcher answers the call, the location of the emergency situation is noted and appropriate equipment is sent to the scene.

The need for the system surfaced during a study of campus crime prevention measures. There was no fast way for members of the university community to report emergencies and request help in many areas of the campus.

Lifting the receiver brings instantaneous response from campus police, fire department, and rescue units.



WANTED BY THE FBI



JANE LAUREN ALPERT

Destruction of Government Property—Conspiracy; Using a Firearm to Commit a Felony; Bond Default

Jane Lauren Alpert is being sought by the FBI for destruction of government property (conspiracy), using a firearm (explosives) to commit a felony and bond default. On May 15, 1970, a Federal warrant for her arrest was issued at New York, N.Y.

The Crime

Alpert was allegedly a member of a group of dissidents who planned and participated in the 1969 bombings of several buildings in the New York City area, including two Federal installations. On May 4, 1970, she entered a plea of guilty to conspiracy to destroy government property and was continued on \$20,000 bond.

On May 11, 1970, Alpert failed to report to the U.S. attorney as ordered, and on May 12, 1970, a bench warrant for her arrest was issued at New York, N.Y. On May 15, 1970, she was indicted by a Federal grand jury at New York for bond default.



Right index fingerprint.

Build.....	Medium.
Hair.....	Brown.
Eyes.....	Hazel.
Complexion..	Fair.
Race.....	White.
Nationality...	American.
Occupations..	Editor, writer.
FBI No.....	117, 505 H.
Fingerprint	
classification	16 O 32 W 000 15
	I 18 R OII

Ref: 30
18

Caution

Alpert reportedly advocates use of explosives and may possess firearms. Consider dangerous.

Description

Age.....	26, born May 20, 1947, New York, N.Y.
Height.....	5 feet 3 inches to 5 feet 4 inches.
Weight.....	125 to 130 pounds.

Notify the FBI

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

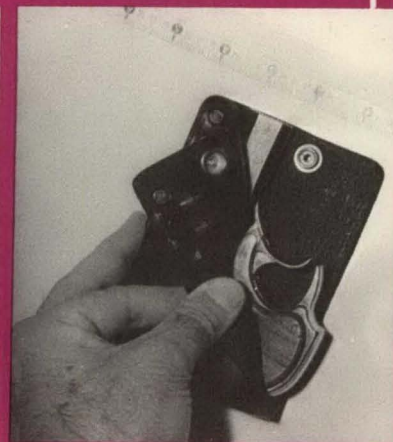
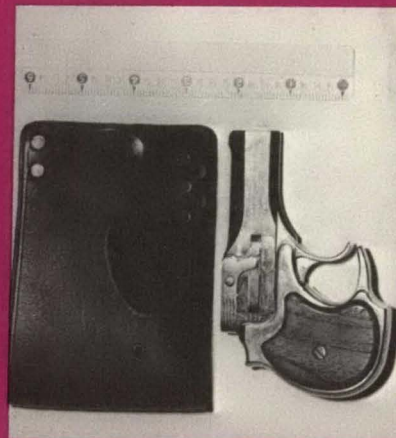
BEWARE OF GUN WALLET

The many devilish ways of concealing lethal weapons are a constant concern to law enforcement officers throughout the country. One recent device, advertised as a "Gun Wallet," is sold by a west coast firm. Although distribution is reportedly intended only to law enforcement personnel, there are fears that it will become widely utilized among the criminal element.

Designed to be carried in a hip pocket, the gun wallet is constructed of a heavy piece of leather folded over with a trigger-finger hole cut in one side and riveted together. The wallet will hold a .22 caliber Derringer, and the gun can be fired while securely mounted in the wallet case which holds two extra rounds of ammunition.

The gun, concealed in a wallet which measures approximately 5 1/2 by 4 inches, could easily be overlooked during a search of a suspect—particularly a "pat-down" search for weapons. Also, an unsuspecting officer requesting identification could be fatally wounded by a suspect armed with the gun wallet.

Derringer alongside fake hip wallet (top photograph) in which the weapon can be concealed easily and fired (bottom photograph).



FOR CHANGE OF ADDRESS ONLY

(Not an Order Form)

Complete this form and return to:

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FEDERAL BUREAU OF INVESTIGATION

WASHINGTON, D.C. 20535

NAME

TITLE

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CITY

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ZIP CODE

One let from a Jack Stein, Hollywood Hills, Florida, dated 11-19-73

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

OFFICIAL BUSINESS

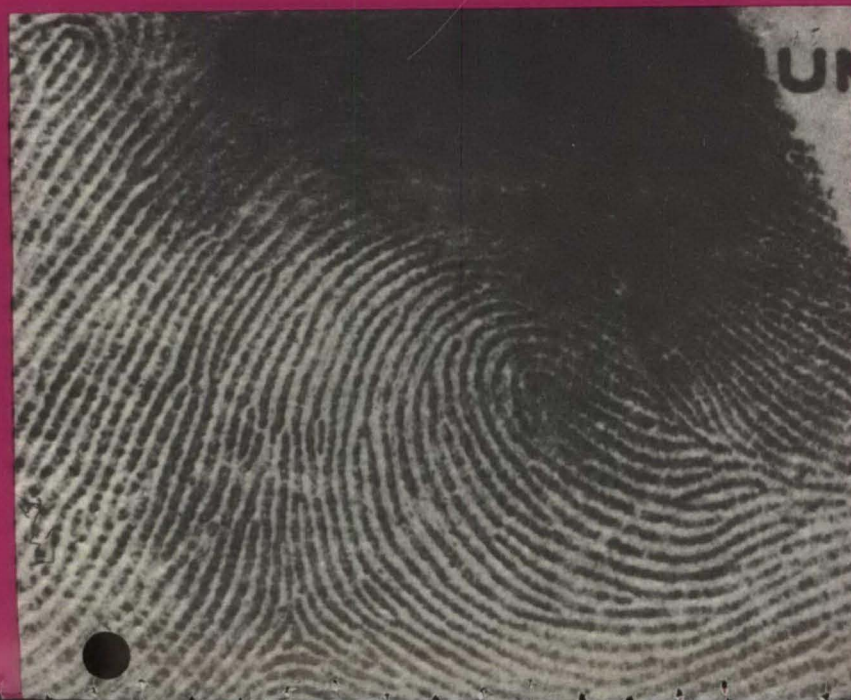
ADDRESS CORRECTION REQUESTED



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JUS-432

THIRD CLASS



QUESTIONABLE PATTERN

The separate formation at the extreme upper left corner of this impression makes it quite unusual. This formation would not be printed if the fingerprint were rolled in the normal manner. This pattern is classified as a loop with 19 ridge counts. A reference search should be conducted as a double loop-type whorl with an inner tracing.