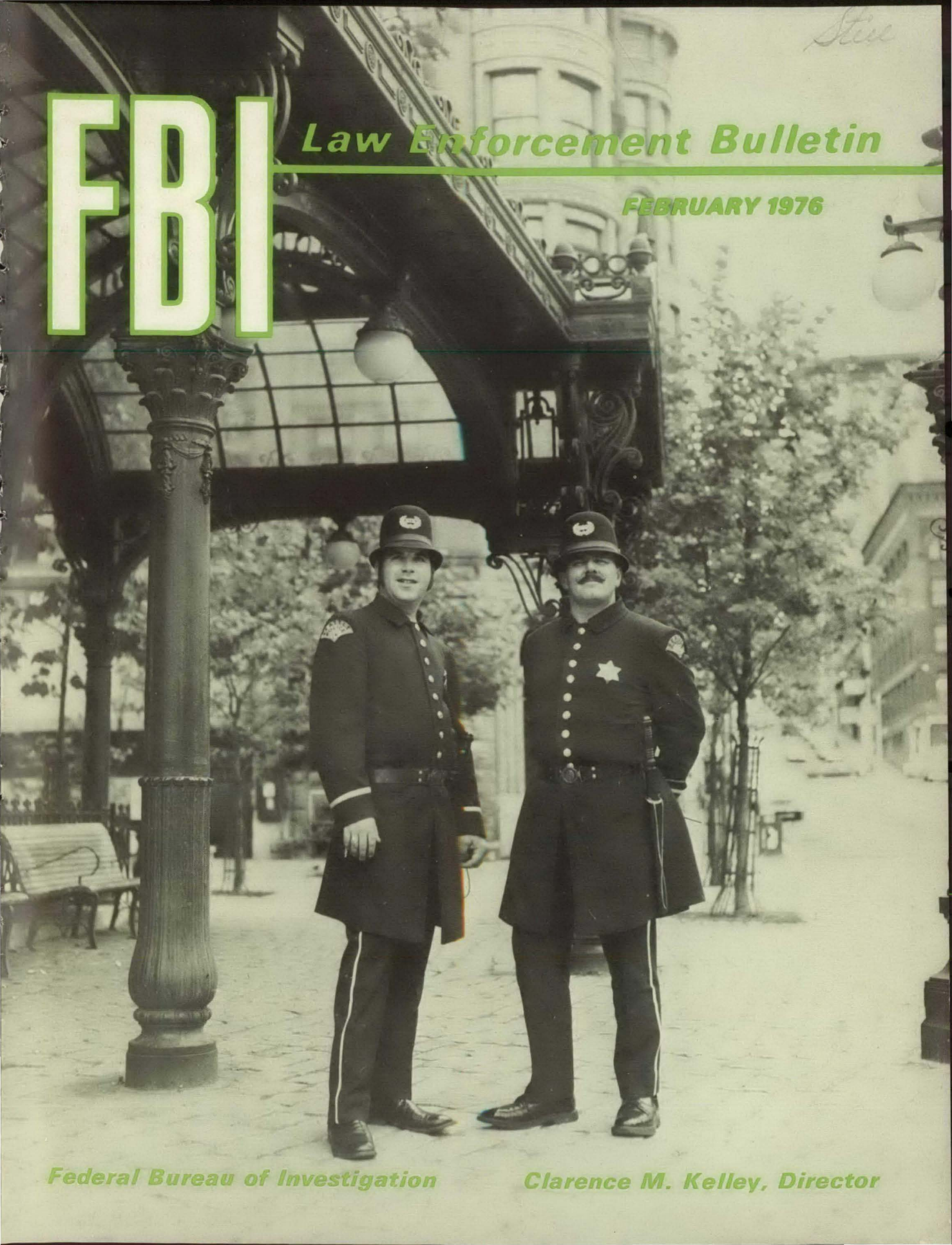

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FEBRUARY 1976

Federal Bureau of Investigation

Clarence M. Kelley, Director

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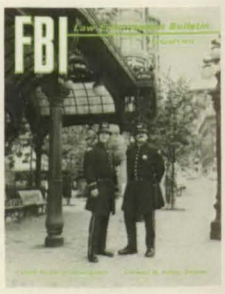
THE COVER

Members of the Seattle, Wash., Police Department's "Pioneer Squad" stand as a popular and colorful reminder of law enforcement's historic contribution to the development of our Nation. See related article beginning on page 16.



Message from the Director . . .

THE AMERICAN PEOPLE'S LONG, PROUD HERITAGE of civic responsibility provides a sturdy basis for a national stand against crime—a national commitment on our part to resist crime, as individuals, families, and communities. Toward this end, all possible must be done to engage the citizens of this Nation more fully in crime-reduction activities. Every effort must be made to bring each citizen to the realization that he, as an individual, has a vital role in upholding the law and that it is a role that only he can adequately fulfill. Safeguarding against the hazards of crime and reacting properly when crime does strike should also be understood and accepted as essential obligations of citizenship in maintaining a free and just society. Obligatory, too, should be an active interest in those governmental processes and other societal factors bearing on crime and criminals.

In a mutual effort to stimulate this greater citizen involvement in the struggle against crime, the Federal Bureau of Investigation, together with the Police Foundation, last July launched the Crime Resistance Program. Initial participants in this program also included police departments in Birmingham, Ala.; DeKalb County, Ga.; Norfolk, Va.; and Wilmington, Del. In each of the four communities, analysis was undertaken of a particular form of criminality—trafficking in stolen property in Birmingham; crimes against youths in DeKalb County; crimes against women in Norfolk; and crimes against the elderly in Wilmington. Under the direction of each department's chief of police, a team, consisting of two FBI Agents and two police officers, has been seeking productive ways to better mobilize citizen resistance to the form of criminality under study in that locale. It is anticipated that the methods developed in these four pilot projects will be of great value to other communities throughout the country.

To date, the Crime Resistance Program has been warmly and enthusiastically received. The response to the program has been most encouraging. Although the endeavors undertaken to date represent only the first steps in a relatively new venture, I am nevertheless extremely pleased by the progress that has been made.

I am additionally hopeful that the recognized successes of this Crime Resistance Program, and those of similar endeavors, not only will generate greater interest in such activities but also will encourage more widespread acceptance of them as legitimate and necessary law enforcement functions.

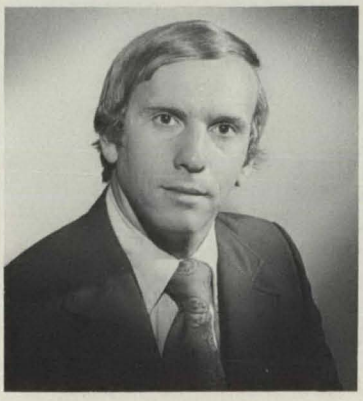
Self-reliance is an old American virtue. It can decidedly be a crucial asset in our Nation's desperate struggle against the forces of crime.

C. M. Kelley

CLARENCE M. KELLEY
Director

FEBRUARY 1, 1976

INSERVICE POLICE TRAINING



By
NEAL D. ALLBEE
Training Officer
Police Department
San Jose, Calif.

The San Jose, Calif., Police Department recognizes the vital role training assumes in enabling a police agency to provide a professional standard of service to the community it serves. Based upon this awareness, Chief of Police Robert B. Murphy has placed a total departmental commitment in the form of time, funds, and human resources to improving and advancing recruit, specialized, and inservice training endeavors within the department.

Over the years, the department has implemented various inservice training programs designed to improve officer efficiency and furnish new information and skills. For the most part, however, inservice training has been sporadic, without ability to build and maintain operational effectiveness. To help overcome this deficiency, Chief Murphy has christened a continuous training program titled the Advanced Individual Training Program (A.I.T.). Through A.I.T., the department has a mechanism by which new skills are constantly provided and previously learned skills are maintained and reinforced. Also, noted deficiencies in procedures may be corrected, and requirements of State training are met.

A.I.T. consists of 80 hours of instruction over a 2-week period, Monday through Friday, 8 a.m. to 5 p.m. During this period, personnel are released from normal duty assignments; an exception being when they have to attend court. If confronted with this situation, an officer's appearance before the court is postponed, if possible, or arrangements are often made for him to be on-call, thus minimizing time lost.

All sworn personnel, officers, sergeants, lieutenants, and captains, are required to complete the 80 hours. While the department would like to provide instruction on an annual basis, manpower availability and other factors currently mandate an 18-month turn-around cycle.

A maximum of 20 officers is in attendance at each 2-week session. Personnel breakdown supplied by the department's four bureaus and the chief's office is shown in chart 1.

With only 20 to a session, the learning experience is enhanced for all. Students receive more personalized assistance as well as benefit from the maximum participation. To capitalize on this learning experience even further, students are divided into 2 teams of 10 for firearms and driver training instruction.

Instructional Emphasis and Content

Time is a precious commodity that police departments cannot afford to waste. Therefore, training time must be utilized to its greatest potential. There is little point to large investments in training if that training is

Chart 1

Source	*Number of Personnel*
Bureau of Field Operations	13
Bureau of Investigations	4
Bureau of Administration	1
Bureau of Technical Services	1
Office of the Chief	1

not based upon current or future departmental needs. Hence, thoughtful deliberations and research preceded the determination of A.I.T.'s instructional content.

After analyzing the multitude of training possibilities available, seven major areas were selected for initial presentation. The breakdown of curriculum and the number of hours allotted to each is shown in chart 2.

In making the selection, it was paramount that subject matter have direct relevancy for all departmental personnel, no matter what their assignments might be.

Chart 2

Curriculum	*Time (in hours)*
Introduction	**1**
Welcome by Chief Murphy	
Design	
Expectations	
Defensive Tactics	**22**
Driver Training and Pursuit Development	**20**
Law Technology	**6**
Conflict Management	**5**
Emergency Care	**12**
Firearms	**11**
Chemical Agents	**2**
Evaluation and Review	**1**

Defensive Tactics

The department has recently adopted a relevant method of police defensive tactics. The method is a combination of known and practical principles of the physical arts applied to the specific problems faced by police officers. It consists of elements of the martial arts combined with knowledge of practical physiology and elementary psychology.

It was obvious that the skills to be taught in 22 hours would have to be limited if officers were to gain a degree of manipulative proficiency. As a result, it was decided to concentrate on eight basic skills to cover the areas of control and searching of persons, handcuffing, and use of the police baton.

Instruction is provided on proper dietary and exercise principles, along with a demonstration of the correct use of the department's physical exercise equipment for developing the cardiovascular system while increasing muscle tone, strength, and endurance.

Driver Training and Pursuit Development

The department has been experiencing a spiraling police vehicle accident rate. Statistics show an 11-percent increase from 1972 to 1973, and an additional 30-percent rise in 1974. While numerous factors contributed to this increase, continuous training covering vehicle and driver limitations, roadway and traffic hazards, recognition of accident traps, conditioning of psychomotor skills, and exercise in decisionmaking is being provided to assist in the reversal of this trend.

To make maximum use of instructional time, it was recognized that a sufficient number of vehicles would have to be acquired and adequate space for a course layout located. One undercover and 12 marked vehicles having met the 70,000 miles or 2-year turn-in requirement were appropriated. They were provided with special safety equipment and two-way radios. The radios allow instructors to correct driving errors on the spot without removing drivers from the course, thus maximizing their practice time.

The problem of adequate space was resolved by locating facilities at a dragstrip raceway and county fairgrounds, the only cost being a $5 fee each day the fairgrounds are used.

Training is divided between skill and pursuit development. Skill development is designed to improve the officers' abilities in day-to-day driv-

The stress shotgun course combines shooting, reloading, and running 100 yards in less than 1 minute.

ing, such as parking maneuvers, vehicle placement, backing, and turning movements. In the skill courses, students are confronted with hazards in the form of other vehicles driven by instructors who create potential accident situations. This impresses upon them the need to develop a defensive driving attitude.

The pursuit course teaches the proper braking, cornering, and acceleration techniques. This is not a high-speed course per se. Speeds do not exceed 55 miles per hour. Technique, not speed, is emphasized. During the final phase of this instruction, each student pursues a vehicle driven by an instructor on a course simulating city blocks complete with one-way streets, stop signs, and numbered streets. A unique twist to this is that other vehicles are moving about the course while the pursuit is occurring. Naturally, strict rules are followed to avoid any mishaps and ensure the safety of all. To add complexity and realism, students are required to use the two-way radio during the chase.

Law Technology

Instruction within this area pertains to the common activities of police officers such as arrest, investigations, search and seizure, evidence collection, and report writing. The instructional goal is to reinforce previously established technique and procedures and to correct noted deficiencies.

Conflict Management

San Jose officers have recently completed a 40-hour inservice program in domestic crisis intervention techniques. Many of the skills learned in that course can be applied to other conflict situations confronting officers, e.g., landlord-tenant and businessman-customer disagreements.

Based upon the course's success and the enthusiasm shared by the officers, the decision was made to include this type of training in A.I.T. In A.I.T., the emphasis is placed upon two other conflict situations, public encounters, and the officers' own interpersonal conflicts created by the pressure of their work. Situational instruction is provided to show how street courtesy or manner of conduct toward other persons by officers may prevent conflicts from occurring and, in some cases, actually overcome already existing conflict. Topics covered within this area of instruction include: officer stress; citizen stress; attitude formation; nonverbal behavior; and stress reduction.

It is the objective of this course to help the officer identify and handle stress as it affects both himself and others within the scope of the job.

Emergency Care

California State law requires public safety personnel to receive training in emergency medical care and life-saving techniques. The department is fully conscious of the fact that lives can be saved and severe disabilities reduced if its officers render emergency medical care promptly and efficiently. The A.I.T. emergency care training complies with State training requirements with an emphasis on those situations encountered most often by officers.

Firearms

The instructional objectives in firearms training is much more than target practice, an approach that is limited to training for accuracy. Officers must be able to shoot accurately, but equally important, and of major consequence, is their ability to react immediately and properly in field situations. To train officers effectively in both the use of their service weapons and shotguns, simulant techniques must be employed.

During A.I.T., officers are placed in shoot-don't shoot situations in both day and night exercises, with emphasis on night training. Firing under conditions of darkness provides officers with an appreciation of the difficulties involved. Ideally, it conditions them to avoid the surprise and confusion they might experience in a night combat situation.

The A.I.T. firearms course incorporates an exertion phase to simulate firing under stress. Officers must run several hundred-yard segments prior to performance in order to help them realize the decline in shooting accuracy when the body is fatigued or under stress.

Chemical Agents

California law requires peace officers to complete a course of instruc-

Chart 3

Subject Category	*Establishment Cost*	*Maintenance Cost Per Class*
Defensive Tactics	$ 3,000.00	$ 10.00
Driver Training	5,650.00	900.00
Law Technology	300.00	10.00
Conflict Management	50.00	10.00
Emergency Care	2,000.00	15.00
Firearms	4,685.00	200.00
Chemical Agents	N/A	160.00
Total	15,685.00	1,305.00

tion in the proper use of chemical agents. While the law does not call for periodic refresher training, the department feels that review is necessary, as various chemical agents, when improperly used, can be highly destructive and even cause death.

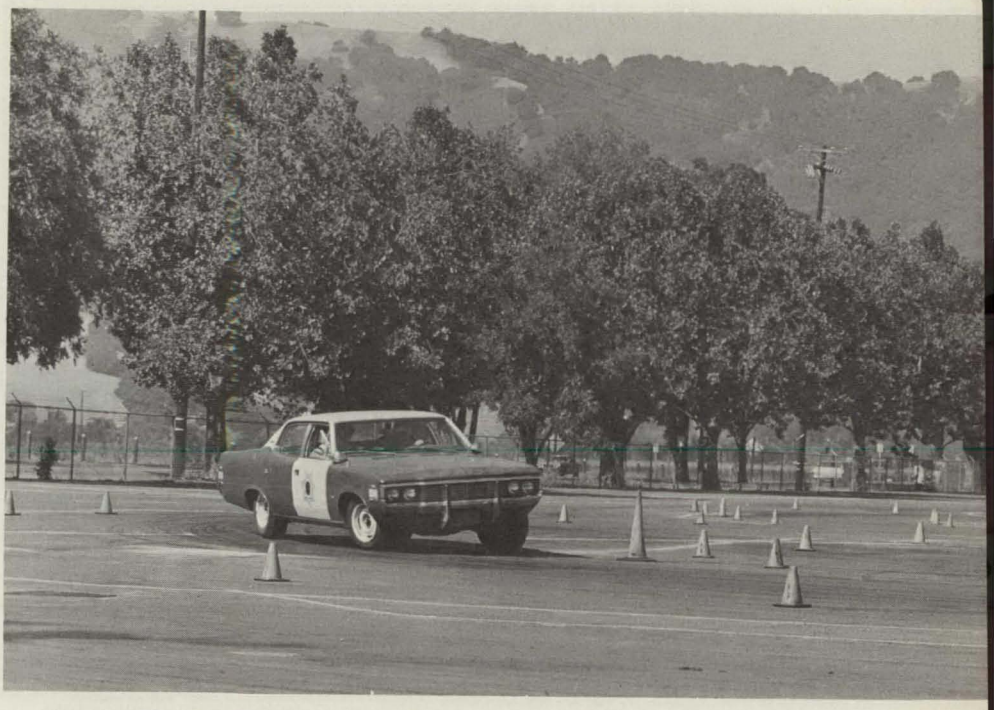
Through A.I.T., officers are refamiliarized with use of chemical agents and their weaponry. Special attention is given to those chemical agents used in barricade, hostage, and crowd situations.

Cost

Early A.I.T. planning showed that a large commitment of funds would have to be appropriated for the program's establishment. In addition, even greater sums would be required to support it for the initial 18-month cycle. These expenditures basically would be for necessary equipment to run the courses and the obtainment of training aids. Initial program outlay and maintenance cost for each 2-week session are reflected in chart 3. Officers' salaries were not considered as a program cost.

To counteract the department's cost, the Santa Clara Valley Regional Administration of Justice Academy, a division of a local junior college, agreed to share the expenditures, thus reducing the department's cost substantially, enabling the college to receive State funds as a reimbursement for higher average daily attendance.

Two additional benefits were derived from this relationship. First, the college provided classroom facilities. Secondly, due to implementation of A.I.T. through the auspices of a junior college, officers receive three college units of lower division credit. To reduce the cost of officers' salaries, the department requested the California Commission on Peace Officer Standards and Training (P.O.S.T.) to certify A.I.T. as fulfilling the State's 40-hour requirement for advanced officer training. The granted certification enables the department to be reimbursed by P.O.S.T. for 60 percent of the officers' salaries. However, this applies to only 40 of the program's 80 hours.



Students learn high-speed cornering techniques and the effects of vehicle dynamics.

Instructional Design and Methods

In order to be effective education, police training has to be more than a presentation of researched content or assigned readings. There has to be quality instruction, followed by practice and conditioned reaction. To ensure that officers are afforded maximum benefit of the learning opportunity, they must be exposed to the most advanced principles in the educational field.

Instructors. The success of a program depends upon the ability of the instructors to convey the information in a well-organized, dynamic, and meaningful manner. For this reason, considerable importance was placed upon the selection criteria and designation of A.I.T. instructors. The responsibility of presenting the program's subject matter was given to officers in the department's training unit. As a part of the established standard, A.I.T. instructors are required to possess a State teaching credential and to have demonstrated in the past the ability to teach effectively. Of equal importance is a complete knowledge of the subject matter. Furthermore, they must be capable of instructing in at least two subject areas. To develop this dual expertise, officers attended various training programs throughout the State, which provided them with the knowledge and skill to be proficient in a second topic.

All subjects have one primary and one secondary instructor assigned, exceptions being driver training and firearms with four and two secondary instructors respectively. This procedure allows for team teaching and more individual attention, and in the event of an instructor's absence, the course may still be presented.

Behavioral Objectives. Instructors were charged with the responsibility of establishing course content and drafting behavioral objectives. Knowledge

and skill objectives were required to: move the focus from teacher and subject centered instruction to an emphasis on the student and his needs; provide instructors with tools for determining whether officers behaved differently after the instruction than they did before the learning experience; specify and establish criteria of acceptable performance levels; and ensure that material presented was pertinent.

After the objectives were approved, lesson plans were written.

Presentation Methods. The traditional lecture method of presenting information was not considered satisfactory to guarantee the results desired. All possible student participatory techniques were utilized. When the lecture was used, it was heavily supplemented with training aids, both visual and audio.

The training unit's instructional media section was made available to all instructors to assist in the selection of the best method of presentation, as well as the actual preparation of instructional packages.

The types of media used for each training category is shown in chart 4. Cognizant that media usage can be abused, careful attention was given to avoiding oversaturation of media presentations. Likewise, all media was closely scrutinized to determine that it was the best available method for accomplishing the intended purpose.

Quality Control. The prime objective of any training is to impart new knowledge or skills. Traditionally, learning is measured by tests, which are given before and after training, to determine if knowledge has been learned, but not necesarily if behavior has changed. A training program must also gauge the result of the training furnished by measuring improvements in both knowledge and skill behavior. Therefore, the department is developing and testing a comprehensive program evaluation component. This component will assess the outcome of training in terms of knowledge and skill behavior as well as attitudes. It will also provide continuous feedback between training staff and students about the effectiveness of training methods, curriculum content, and instructor-student interaction.

The goal of the program evaluation is to determine the overall merits of A.I.T. and focuses on measuring the effects of training on subsequent on-duty performance of officers. In addition to providing the data about cost-effectiveness, the evaluation will provide information about immediate and long-term effects of the training.

As important to having a cost-effective training program is a program that is favorably evaluated by the students and the instructor. Student evaluation takes two forms, written and verbal. At the completion of each subject area, students complete an evaluation covering relevancy of content, instructional methods, and instructor performance. These are collected and reviewed in preparation for the verbal critique at the course completion. Here students provide further evaluation, and meaningful discussion takes place on comments obtained from the written forms.

Evaluation by the instructors takes the form of monitoring each other's classes to assess their counterpart's effectiveness. The emphasis is on methods of presentation, instructor qualities, and whether the intended message is, in fact, being delivered.

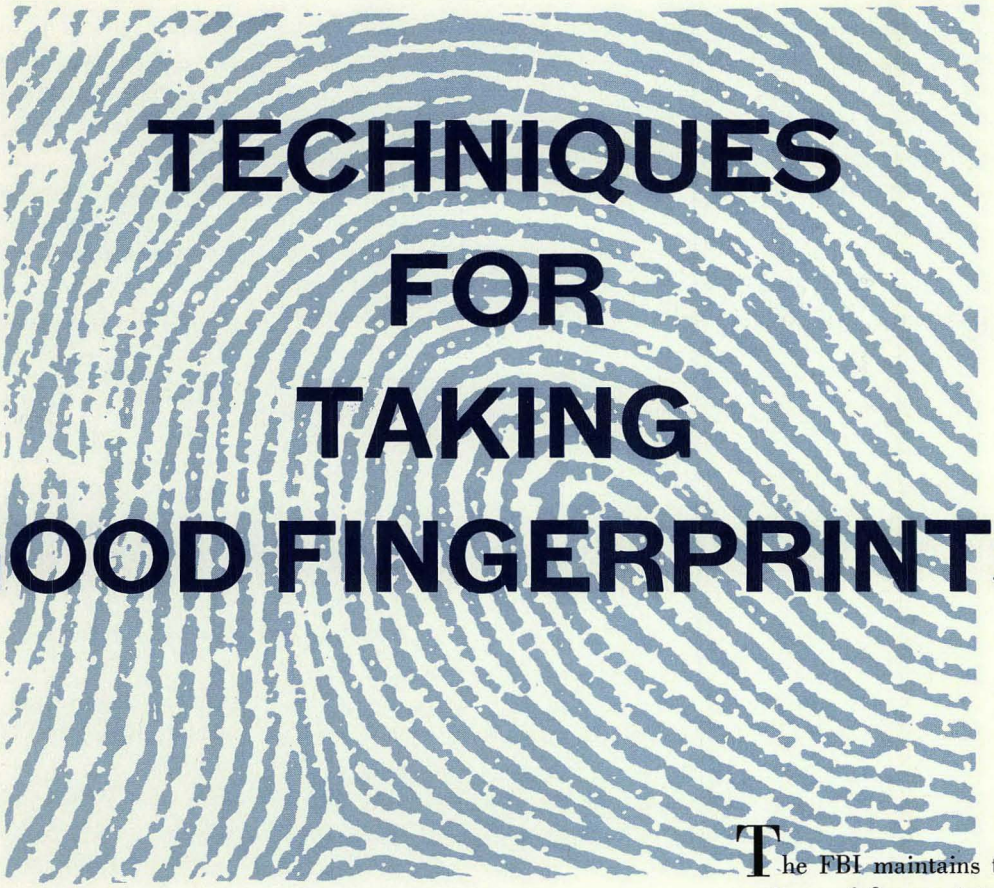
At the conclusion of each 2-week session, meetings are held to discuss all of the evaluations which have been compiled. At this time, program needs for deletions, additions, or modifications are acted upon.

Conclusion

A.I.T. is not a panacea for all the department's training needs. It is, however, another advancement, and a giant one at that, in the development of a total departmental training program. Through training, officers are prepared to fulfill their responsibilities, and the department is able to meet the public's expectations. While training alone cannot do the total job, it is one more building block for achieving the department's goal of providing efficient and effective service to the community.

Chart 4

Subject	*Team Teaching*	*Slide/ Tape*	*Films*	*Charts*	*Programed Instruction*	*Practical Exercises*	*Conference*	*Video Tape*	*Tape Recording*	*Supplementary Handouts*	*Testing*
Defensive Tactics	X		X	X				X		X	X
Driver Training	X	X	X	X		X	X	X	X	X	X
Law Technology	X	X		X			X	X			X
Conflict Management	X	X		X			X	X			
Emergency Care	X	X	X		X	X	X			X	X
Firearms	X	X	X			X	X	X			X
Chemical Agents	X			X		X	X	X			



TECHNIQUES FOR TAKING GOOD FINGERPRINTS

While much of the following article may seem elementary to experienced identification officers and others with a wide knowledge of fingerprints, the some 74,000 fingerprint cards which must be returned by the FBI to contributors each month indicate training in fingerprinting techniques is still needed by many law enforcement officers and other persons responsible for submitting fingerprint impressions to the FBI. Reprints of this article may be obtained in quantity by writing to Director, Federal Bureau of Investigation, U.S. Department of Justice, Washington, D.C. 20535.

The FBI maintains the largest repository of fingerprints in the world. The Identification Division fingerprint files contain in excess of 163 million fingerprint records which include the criminal fingerprint records of over 21 million individuals. This vast reservoir of fingerprint impressions has been recorded on fingerprint cards with the use of printer's ink. In order to properly file the millions of fingerprints received each year, a complete and accurate classification formula must be obtained for each set of prints. This exact formula can only be calculated if a clear and distinct impression of each fingerprint is obtained. Should one or more fingerprints on a card be found too indistinct to interpret accurately, the prints must be returned to the contributor since they

cannot be accurately classified and filed.

Computer "FINDER" System

In 1967, the FBI launched a concerted program of research and development with the purpose of advancing the state of development of computer technology to a point where automatic fingerprint identification would become a reality. It was necessary to develop automatic scanning equipment that could read and record fingerprint characteristics directly from standard inked fingerprint cards. This information in the form of digital data would, thereafter, be classified and stored in a computer's mass memory system according to classification. Subsequently, it would be matched with data derived from other standard inked fingerprint cards similarly processed by this automatic fingerprint reader equipment.

> *"In order to properly file the millions of fingerprints received each year, a complete and accurate classification formula must be obtained for each set of prints."*

A prototype fingerprint reader called FINDER (a contraction of FINgerprint and reaDER) was delivered to the Identification Division in the fall of 1972 and represents the product of over 5 years of research and development work. FINDER has undergone extensive testing and evaluation, resulting in the development of specification changes to provide for high-volume data processing operations by FINDER production models now being procured.

It is imperative that FINDER make use of fingerprint impressions in the data base which have been taken with black printer's ink. Tests performed with FINDER disclose that its technology is suited for handling fingerprints obtained by use of black printer's ink, as well as other mediums being introduced for taking fingerprint impressions. Fingerprint impressions taken by some inkless, chemical processes produce black impressions on standard white fingerprint cardstock, which can be processed by FINDER. The performance of FINDER is strongly dependent upon the quality of the fingerprint impressions themselves even though computer logic and image-processing techniques are used to enhance the image of the fingerprint at the time it is processed by this equipment.

FBI Policy Change

The FBI Identification Divisior has historically adhered to a policy of processing any legible set of fingerprints through its fingerprint files; however, only fingerprints taken with black printer's ink would be retained in the Identification Division files. The FBI has for many years recommended all fingerprint impressions be taken with black printer's ink to insure the fingerprints are clear, legible, and of a permanent nature. The FBI continues to recommend the use of black printer's ink; however, inkless chemical processes for obtaining fingerprints have recently been developed which produce legible black fingerprint impressions on standard white fingerprint cardstock. The FBI Identification Division will now process and retain, in addition to fingerprints taken with black printer's ink, fingerprint impressions taken by inkless chemical processes provided: (1) The fingerprints are recorded with a medium which provides uniform black impressions, clear in contrast, on standard white fingerprint cardstock. (If other than black printer's ink is used, the endurance of the medium must be attested to as being permanent. This certification should come from the supplier of the process.) (2) The fingerprint submission emanates from an authorized fingerprint contributor and the fingerprint card reflects all necessary data.

For those agencies and departments which continue to use the tried and proven process of recording fingerprint impressions with black printer's ink, the following is offered for your assistance; however, much of the material offered is applicable to any method of recording fingerprint impressions.

> *"The FBI Identification Division will now process and retain, in addition to fingerprints taken with black printer's ink, fingerprint impressions taken by inkless chemical processes. . . ."*

Recommended Equipment

The basic equipment required for taking fingerprints consists of an inking plate, a cardholder, printer's ink (heavy black paste), and a roller. This equipment is simple and inexpensive.

In order to obtain clear, distinct fingerprints, it is necessary to spread the printer's ink in a thin, even coating on a small inking plate. A roller similar to that used by printers in making galley proofs is best adapted for use as a spreader. Its size is a matter determined by individual needs and preferences; however, a roller approximately 6 inches long and 2 inches in diameter has been found to be very satisfactory. These rollers may

be obtained from a fingerprint supply company or a printing supply house.

An inking plate may be made from a hard, rigid, scratch-resistant metal plate 6 inches wide by 14 inches long or by inlaying a block of wood with a piece of glass ¼ of an inch thick, 6 inches wide, and 14 inches long. The glass plate by itself would be suitable, but it should be fixed to a base in order to prevent breakage. The inking surface should be elevated to a sufficient height to allow the subject's forearm to assume a horizontal position when the fingers are being inked. For example, the inking plate may be placed on the edge of a counter or a table of counter height. In such a position, the operator has greater assurance of avoiding accidental strain or pressure on the fingers and should be able to procure more uniform impressions. The inking plate should also be placed so that the subject's fingers which are not being printed can be made to "swing" off the table to prevent their interfering with the inking process. A fingerprint stand such as that shown in figure 1 may be purchased from fingerprint supply companies. The stand measures approximately 2 feet in length, 1 foot in height and width. This stand contains a cardholder and a chrome strip which is used as the inking plate. Two compartments used to store blank fingerprint cards and supplies complete the stand. This equipment should be supplemented by a cleansing fluid and necessary cloths so that the subject's fingers may be cleaned before rolling and the inking plate cleaned after using. Denatured alcohol and commercially available cleaning fluids are suitable for this purpose.

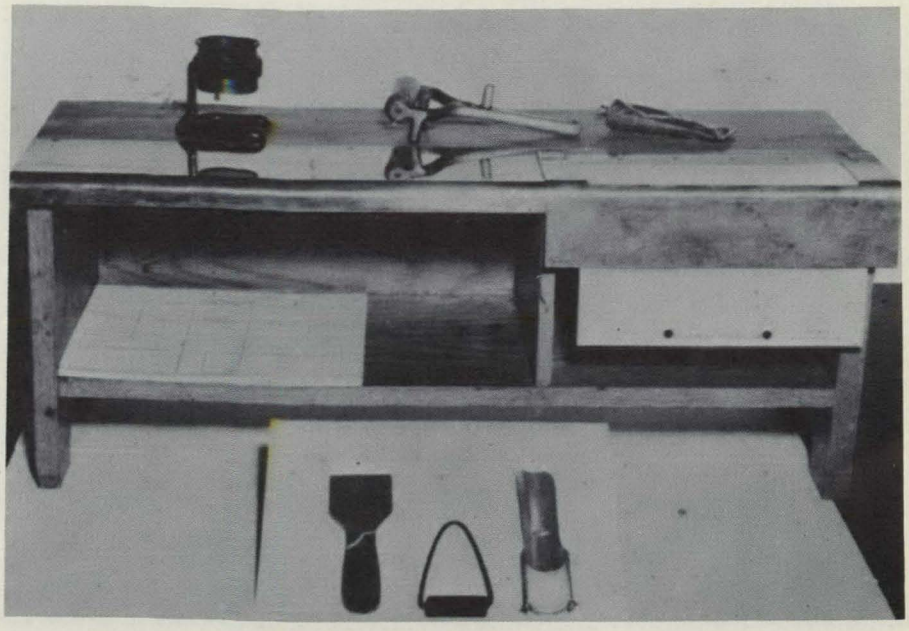
The fingerprints should be taken on 8- by 8-inch cardstock, as this size has generally been adopted by law enforcement because of facility in filing and desirability of uniformity. The FBI supplies, free of cost, arrest fingerprint cards (FD–249), applicant fingerprint cards (FD–258), and personal identification fingerprint cards. The standardized size, color, format, and data input of the arrest and applicant fingerprint cards are essential to the timely processing of the large daily volume of fingerprints received by the FBI.

Taking Fingerprints Properly

Figure 2 shows fingerprints properly taken on one of the standard personal identification cards from the Federal Bureau of Investigation. From this illustration, it is evident that there are two types of impressions involved in the process of taking fingerprints. The upper 10 prints are taken individually—thumb, index, middle, ring, and little fingers of each hand in the order named. These are called "rolled" impressions, the fingers being rolled from side to side in order to obtain all available ridge detail. The smaller impressions at the bottom of the card are taken by simultaneously printing all of the fingers of each hand and then the thumb without rolling. These are called "plain" or "simultaneous" impressions and are used as a check upon the sequence and accuracy of the rolled impressions. Rolled impressions must be taken carefully in order to insure that an accurate fingerprint classification can be obtained by examination of the various patterns. It is also necessary that each focal point (cores and all deltas) be clearly printed in order that accurate ridge counts and tracings may be obtained.

In preparing to take a set of fingerprints, a small daub of ink should be placed on the inking glass or slab and thoroughly rolled until a very thin, even film covers the entire surface. The subject should stand in front of and at a forearm's length from the inking plate. In taking the rolled impressions, the side of the bulb of the finger is placed upon the inking plate, and the finger is rolled to the other side until it faces the opposite direction. Care should be exercised so the bulb of each finger is inked evenly from the tip to below the first joint. By pressing the finger lightly on the card and rolling in exactly the same manner, a clear rolled impression of

Figure 1. Fingerprint stand.



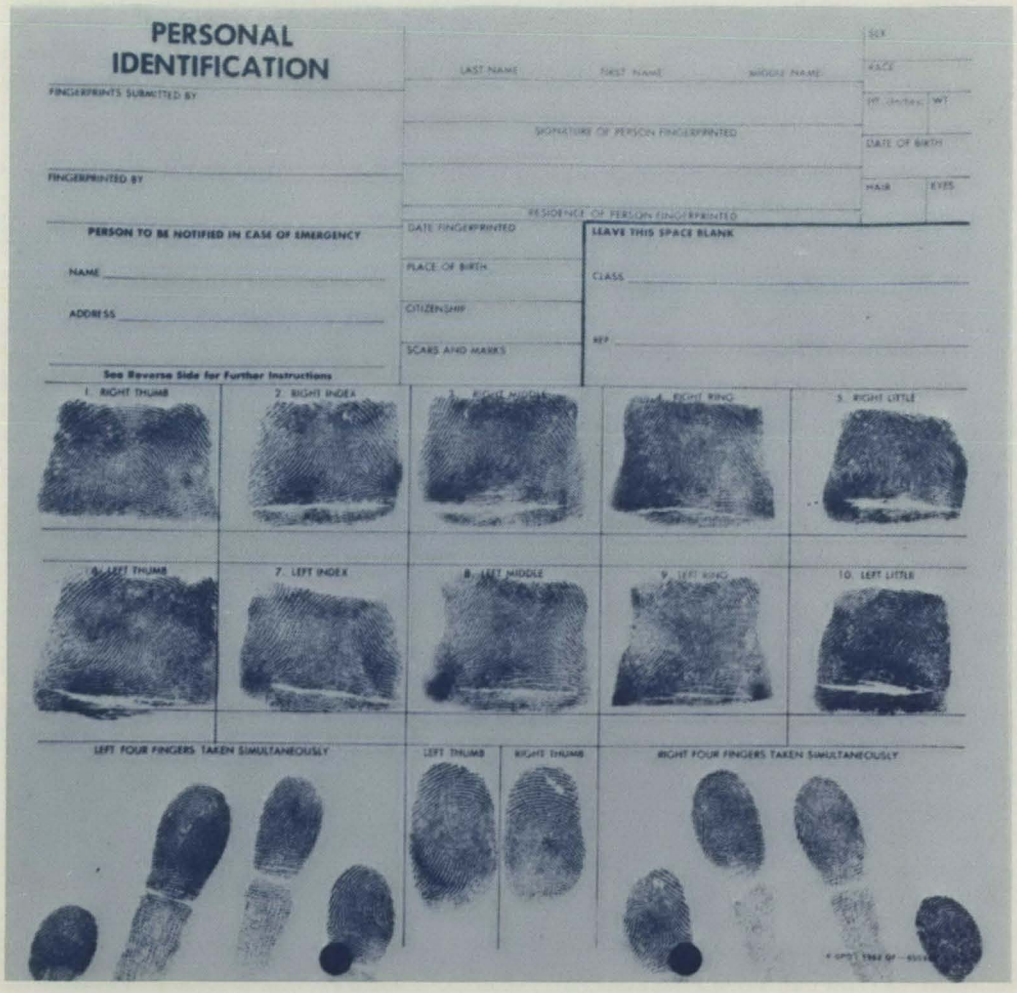


Figure 2. Fingerprints properly taken.

the finger surface may be obtained. It is better to ink and print each finger separately, beginning with the right thumb and then, in order, the index, middle, ring, and little fingers. (Stamp pad ink, printing ink, ordinary writing ink, or other colored inks are not suitable for use in fingerprint work as they are too light or thin and do not dry quickly.)

If consideration is given the anatomical or bony structure of the forearm when taking rolled impressions, more uniform impressions will be obtained. The two principal bones of the forearm are known as the radius and ulna, the former being on the thumb side and the latter on the little finger side of the arm. As suggested by its name, the radius bone revolves freely about the ulna as a spoke of a wheel about the hub. In order to take advantage of the natural movement in making finger impressions, the hand should be rotated from the more difficult to the easy position. This requires that the thumbs be rolled toward and the fingers away from the center of the subject's body. This process relieves strain and leaves the fingers relaxed upon the completion of rolling so that they may be lifted easily from the card without danger of slipping which smudges and blurs the prints. Figures 3 and 4 show the proper method of holding a finger for inking and printing a rolled impression.

". . . the positions of both the subject and the technician should be natural and relaxed if the best fingerprints are to be obtained."

The degree of pressure to be exerted in inking and taking rolled impressions is important, and this may best be determined through experience and observation. It is quite important, however, that the subject be cautioned to relax and refrain from trying to help the operator by exerting pressure as this prevents the technician from gauging the amount of pressure needed. A method which is helpful in effecting the relaxation of a subject's

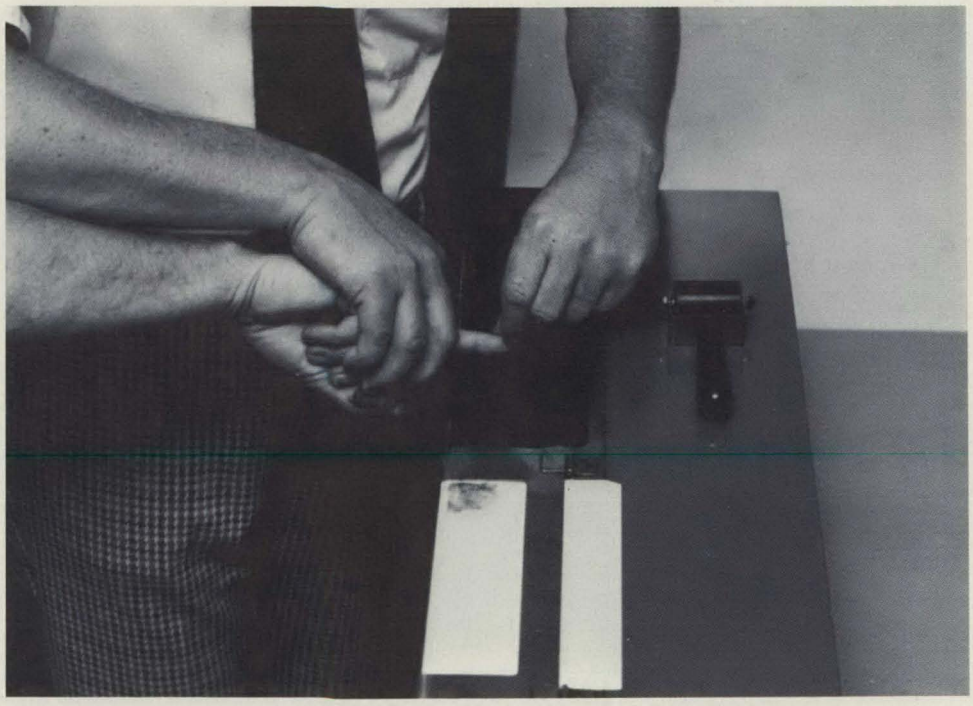


Figure 3. Proper method of holding finger.

hand is that of instructing him to look at some distant object and not to look at his hands. The person taking the fingerprints should stand to the left of the subject when printing the right hand, and to the right of the subject when printing the left hand. In any case, the positions of both the subject and the technician should be natural

Figure 4. Proper method of printing rolled impressions.

Figure 5. Proper method of taking plain impressions of fingers.

and relaxed if the best fingerprints are to be obtained.

To obtain "plain" impressions, all of the fingers of the right hand should be pressed lightly upon the inking plate, then pressed simultaneously upon the lower right hand corner of the card in the space provided. The left hand should be similarly printed,

Figure 6. Proper method of taking plain impressions of thumbs.

"In taking inked fingerprints, the technician frequently encounters situations due to permanent or temporary physiological characteristics which call for different fingerprinting techniques."

and the thumbs of both hands should be inked and printed, without rolling, in the space provided. Figures 5 and 6 show the correct method of taking plain impressions of the fingers and thumbs.

Causes of Unsatisfactory Prints

Indistinct or illegible prints are usually caused by one or more of the following factors:

1. Failure to reproduce the focal points (deltas or cores) because the finger has not been fully rolled from one side to the other, and the bulb of the finger from joint to tip has not been completely inked (fig. 7).

2. Allowing the fingers to slip or twist will result in smears, blurs, and false-appearing patterns (fig. 8). The fingers should be held securely, but with the technician not applying too much pressure. The subject should be instructed not to try to help and to remain passive throughout the fingerprinting procedure.

3. The use of writing or similar ink resulting in impressions that are too light and faint or in which the ink has run, obliterating the ridge detail (fig. 9). The best results will be obtained by using heavy black printer's ink, which should not be thinned before using. This ink will dry quickly and will not blur or smear with handling.

4. Failure to thoroughly clean the fingers or inking apparatus of foreign substances and perspiration, causing the appearance of false markings and the disappearance of ridge characteristics (fig. 10). Alcohol or a nonflammable cleaning agent may be used. In warm weather, each finger should be wiped dry of perspiration before inking and printing the fingers.

5. The use of too much ink, obliterating or obscuring the ridges (fig. 11). If printer's ink is used, a small amount of ink applied to the inking plate will suffice for several sets of prints. It should be spread to a thin, even film by rolling the ink over the plate by means of the roller.

6. Insufficient ink will result in ridges too light and faint to be counted or traced (fig. 12).

Unusual Fingerprinting Situations

In taking inked fingerprints, the technician frequently encounters situations due to permanent or temporary physiological characteristics which call for different fingerprinting techniques. These situations include crippled fingers (bent, broken), deformities (webbed or extra fingers), lack of fingers at birth, amputations, and advanced age of the subject.

In the instances where the subject to be fingerprinted has crippled or deformed fingers, it is not sufficient to merely indicate on the fingerprint card the condition of the fingers such as "bent," "broken," or "crippled." Only in those cases where the fingers are so badly bent or crippled that they are touching the palms and cannot be moved is such a notation appropriate. Fortunately, such cases are extremely rare, and through the use of special inking devices similar to those used for fingerprinting the deceased, it is possible to obtain clear, legible fingerprints from bent or crippled fingers. The equipment for this fingerprint technique consists of a spatula, small rubber roller, and a curved holder for individual finger block

Figure 7.

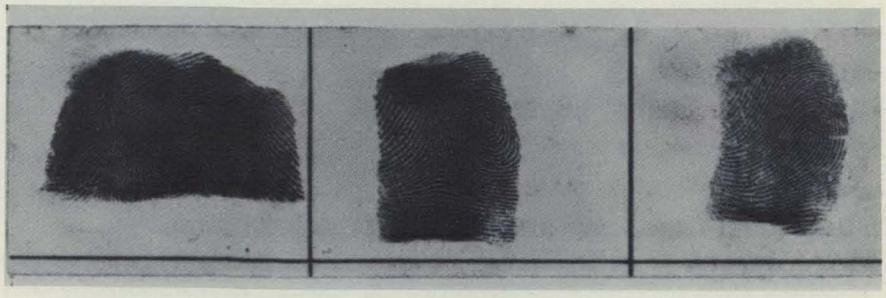


Figure 8.

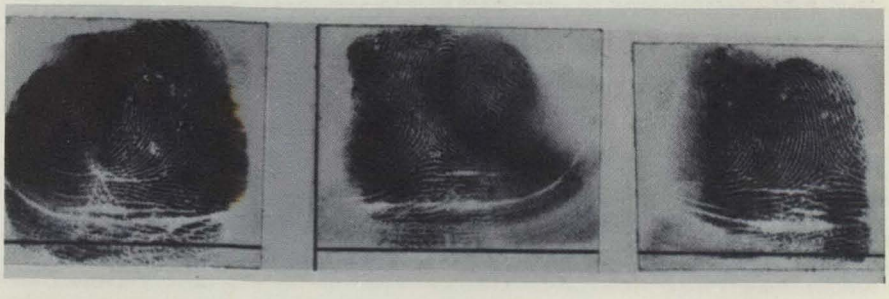


Figure 9.

Figure 10.

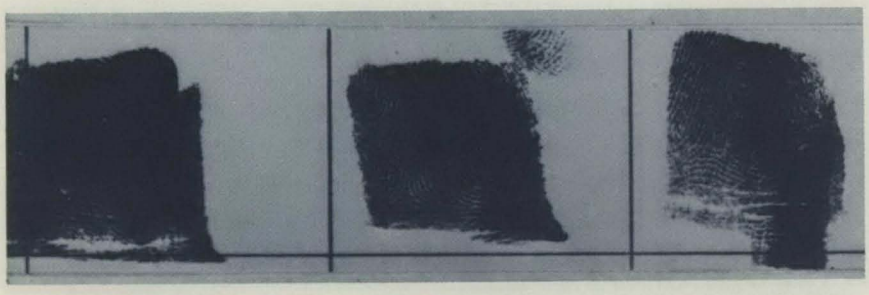


Figure 11.

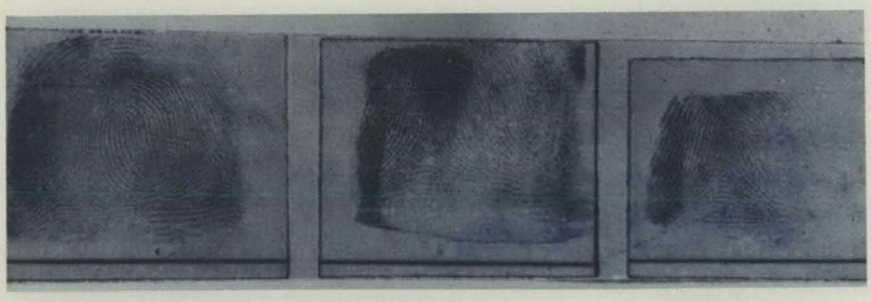


Figure 12.

cardstock. This equipment is shown in the foreground in figure 1. Each crippled or bent finger is handled individually, and after the finger has been inked and printed, the individual finger blocks should be pasted on a fingerprint card in their proper sequence. Figure 13 illustrates the use of a curved holder for taking the "rolled" impression of a bent and crippled finger. Worn and indistinct friction ridges or those bearing numerous creases can be readily reproduced in this same manner.

Webbed and split fingers should be printed in the same manner. An appropriate notation should be made on the fingerprint card concerning any of these deformities. An extra digit, usually an extra thumb or extra little finger, sometimes appears on the extreme outside of either hand. In some instances, it may be necessary to use the process for printing crippled fingers in order to obtain satisfactory impressions. In all such instances, a notation concerning this abnormality should be made on the fingerprint card.

The problems encountered in fingerprinting persons of an advanced age are mentioned at this point for discussion purposes only. Situations involving crippled fingers due to advanced age can be handled in the same manner as outlined for bent and crippled fingers. Because of advanced age, the fingerprint ridges are sometimes very faint, and to obtain legible inked prints, it is necessary to use a very small amount of ink on the inking plate and very little pressure in rolling the fingers. Practice with this technique will produce satisfactory fingerprint impressions.

In order to obtain an accurate classification, it is necessary that missing fingers be clearly explained on the fingerprint card. Some individuals are born without certain fingers, and in those instances, the notation "missing at birth" should be used rather than just using the word "missing." A proper notation concerning this situation will prevent the fingerprint card from having to be returned. If an individual's fingers have been amputated, a proper notation to this effect

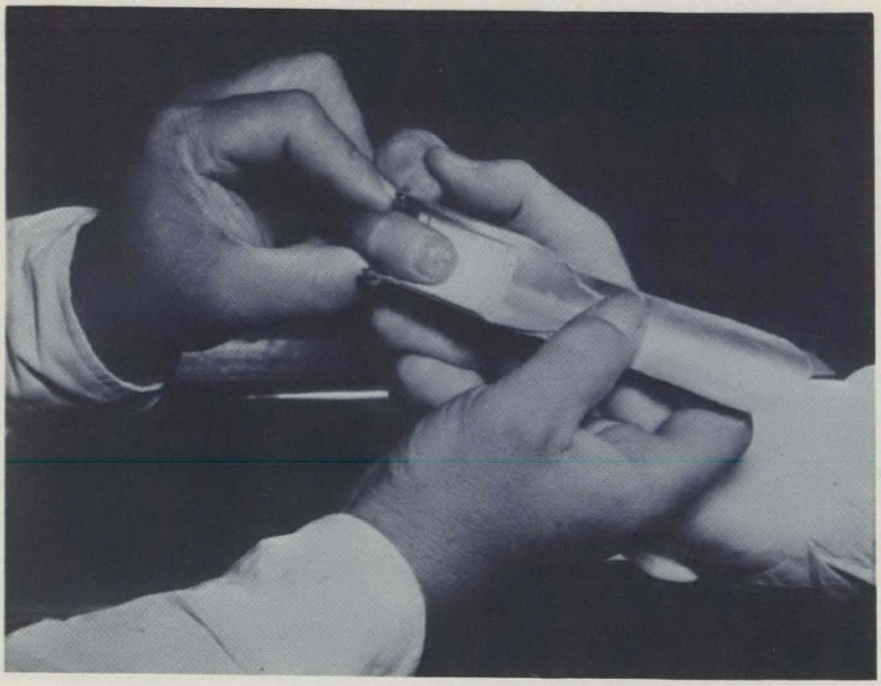


Figure 13. Use of curved holder for taking rolled impressions of bent fingers.

should appear in each applicable individual fingerprint block. If just a portion of the first joint of a finger is amputated, the remaining portion of the first joint should be inked and printed, and, in addition, a notation such as "tip amputated" should be placed on the fingerprint card. In situations where all 10 fingers are amputated, consideration should be given to obtaining footprints.

Temporary disabilities, such as fresh cuts, wounds, and bandaged fingers, are beyond the control of the fingerprint technician. As indicated previously, a complete classification formula is necessary in order that a fingerprint card be retained in FBI files. An indication on the fingerprint card to the effect that a finger is "freshly cut, bandaged" will cause the fingerprint card to be returned to the contributor since accurate classification is impossible. In the event of temporary injury, the fingerprints should be taken, if possible, after the injury has healed. This same situation prevails with large blisters which temporarily disfigure ridge detail.

Problems resulting from the occupation of the individual (such as carpenters, bricklayers, cement workers) are a definite challenge to the fingerprint technician. When it is obvious that the occupation of the individual being fingerprinted has affected or worn the ridges on the tips of the fingers to the point where it is difficult to obtain legible fingerprints, consideration should be given to the use of softening agents (oils and creams) or fingerprinting at a later date when the ridges have had an opportunity to re-form. It is possible in many instances to obtain legible fingerprints when the ridges are worn by using a very small amount of ink on the inking plate as described above in taking fingerprint impressions of persons of advanced age.

Excessive perspiration will result in the failure of ink to adhere properly to the tips of the fingers. When this situation is encountered, the subject's fingers should be individually wiped clean and immediately inked and printed. This process should be followed with each finger. It is also helpful to wipe the fingers with alcohol or some other drying agent which will temporarily reduce the amount of perspiration and thus permit the technician to obtain clear, legible fingerprint impressions.

Reasons for Return

The principal reason for return of fingerprint cards to contributing agencies is basically lack of sufficient detail to completely and properly classify fingerprint impressions for accurate filing. As experienced identification officers are aware, it is possible to search fingerprints under unusual circumstances where incomplete or approximate classifications are obtained; however, this procedure is extremely time consuming and can only be resorted to under exceptional circumstances. In general, if a fingerprint card cannot be accurately classified and filed, the name appearing on the fingerprint card will be searched against the alphabetical files and the fingerprint card returned to the contributing agency. In addition to the technical problems encountered, fingerprint cards will be returned to the contributor because of the lack of complete identifying information, such as name, sex, race, height, weight, and notations concerning missing fingers.

It is the desire of the FBI Identification Division to provide law enforcement agencies with the best possible identification information in the shortest time possible. Regardless of the medium used to record fingerprint impressions, the submission of clear, legible black fingerprints on standard white fingerprint cardstock, including complete descriptive information by fingerprint contributors, will materially assist in attaining this goal.

Seattle's "Pioneer Squad"

By
THOMAS C. MARTIN
Special Agent
Federal Bureau of Investigation
Seattle, Wash.

"Not to be bypassed by the wave of nostalgia sweeping the Nation, Seattle, Wash., set about to restore its historical downtown area—and changed the beat cops to fit the scene."

"The good old days" has become a popular phrase throughout the United States. Not to be bypassed by the wave of nostalgia sweeping the Nation, Seattle, Wash., set about to restore its historical downtown area—and changed the beat cops to fit the scene. A six-block area of buildings was chosen, dating back to the times when the city was young, and life (at least in the mind's eye) was less complicated. As the crumbling and cluttered, rundown area was rejuvenated and tourists began replacing the muggers and alcoholics, one block was leveled to make a cobblestone park, and two streets were sealed off to form

Patrolmen cross a cobblestone park at the base of Seattle's historic "Skid Road" where logs were once skidded downhill to a mill at Elliott Bay.

a tree-lined mall. The ornate old covered trolley stop was restored, bands began playing concerts in the park, and sidewalk restaurants flourished.

A police department display of photographs of Seattle policemen, circa 1910, and a patrolman's suggestion inspired Seattle's mayor to approach Chief of Police Robert L. Hanson with the idea that patrolmen in "Pioneer Square" might add a bit of flavor to the scene if they were dressed in the old-style uniforms of 1910. He proposed the project be adopted on a trial basis, to include the peak tourist season from June 1 through Labor Day 1975. Chief Hanson promptly assigned the project to Sgt. Jack Lawson, and Seattle's "Pioneer Squad" was underway.

Uniforms

The first consideration was the cost of duplicating the old-type uniforms with their Prince Albert coats and domed "jumbo" helmets. However, compared with the cost of modern police uniforms and outfits, the 1910 uniforms turned out to be a bargain: $141 for the coat and pants, $25 for the helmet. Regulation batons were replaced with ornately tooled "billy clubs" purchased from a police supply house catalog. Coat belt buckles were cast in brass in the pattern of the original-type buckle, and a badge

company duplicated the original six-point star and helmet ornament from stock. To avoid detraction from the more somber aspect of the old uniforms, sleeve patches of an earlier, simpler design than the current brightly ornamented ones were chosen. In view of the warm summers of Seattle, the design of the coat was altered to replace the high, stiff collar with a soft, rounded, turned-down collar, cut high enough to permit the wearing of a white T-shirt underneath. The only piece of modern equipment carried by the Pioneer Squad was a walkie-talkie which fit neatly beneath a coattail.

The first problem was to find out where the 1910 police officer kept his revolver. A mention in a local newspaper column, with photographs of the proposed uniform, brought enthusiastic response from the public, including an answer from a man who proudly recalled his policeman father's uniform in the early 1900's which included a holster that fit into a specially lined hip pocket in the pants. A deft flick of the coattail, and the gun was ready at hand. Further research revealed the alternative of a shoulder holster, reasonably accessible through the front of the straight-buttoned coat.

Fully uniformed, the squad's five officers and one sergeant found the uniforms very comfortable, and they were very enthusiastic about the program.

Patrol Acceptance

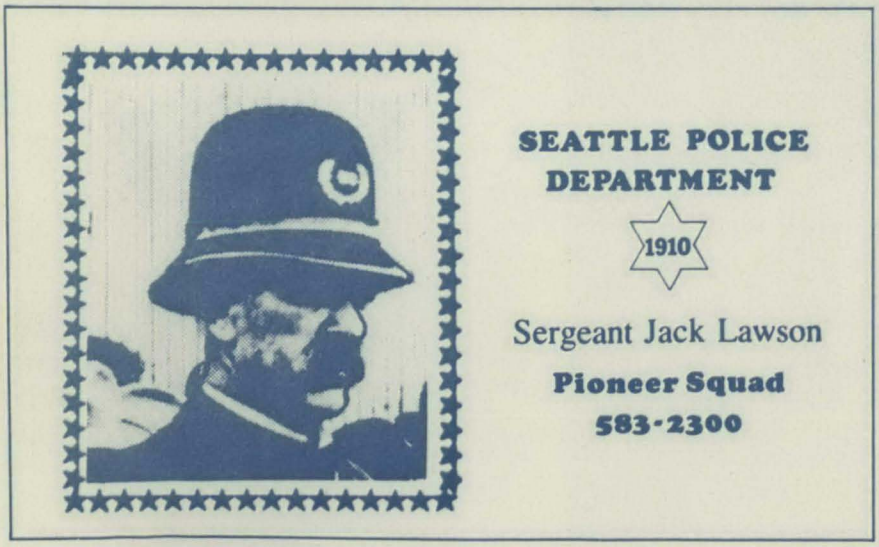
The acid test came on June 3, 1975, when the first two-man Pioneer Squad patrol stepped out of the station for its initial Sunday afternoon rounds. The response was immediate and favorably enthusiastic beyond the wildest dreams of Sergeant Lawson and his men. Tourists and local citizens alike greeted the officers with ready smiles and friendly words. People who would formerly have avoided any conversation at all with the same officers in their regular uniforms stopped to pass the time of day. Small children tugged at their parents' hands to "go see the cops." A crowd of "street people" near the public market gave way before the officers, with faces alight and exclamations of "We love it!" Very soon, the patrol beat was broken up into 5-foot segments—as far as the two officers could progress before being asked to pose for photographs with this or that person or group, to hold a child, or to answer questions about their uniforms. Senior citizens in dusty hotels, at first sight of the officers, sat up, grinned, and familiarly waved at the officers at each passing.

Chief of Police Robert L. Hanson.

"Tourists and local citizens alike greeted the officers with ready smiles and friendly words."

Eventually, of course, the popularity of the officers became a factor in evaluating efficiency. A discussion between Sergeant Lawson and one of his men produced an idea. Why not have the officers carry some sort of informational literature about the Pioneer Squad to hand out to tourists who inquire about it? This would save the officers' time and provide an opportunity to promote the city and the police department. The result, with full approval of Chief Hanson, was a supply of business cards, to be carried by each officer, bearing a printed head-and-shoulders photograph of a 1910 police officer with his high-domed helmet and the name of the individual officer presenting the card. On the reverse side was printed a short legend describing the origin and purpose of the Pioneer Squad. U-

Card carried by Pioneer Squad members.



nanimously, the officers chose to have their nicknames and last names put on the cards to present a more friendly and informal introduction.

In the interest of authenticity, some squad members asked permission to allow their moustaches and sideburns to grow, emulating the earlier styles. The requests were granted, on the condition that styles and lengths of hair and moustaches comply with the customs and/or regulations of 1910.

Unofficial tallies kept by the officers indicated that during weekdays they were stopped for photographs 50 to 75 times and on weekends well over 100 times. During a 1-day "Fire Festival" (a street fair commemorating the destruction of the city of Seattle by fire in June 1889), they were photographed over 200 times. One photographer with a strangely familiar drawl stopped them and politely asked permission to take their picture. The officers felt they were on the wrong end of the camera, as they happily posed for a well-known movie actor, who also requested that they autograph the prints.

At the end of the first 30 days, each officer's original supply of 500 business cards was depleted and was replaced. By Labor Day, the end of the program, almost the entire second issue had been distributed to the public.

Success of Program

The fame of the Pioneer Squad spread widely and quickly. A feature article appeared in both local newspapers, with photographs of the patrolmen. One admirer sent a copy of a Boston newspaper for August 4, 1975, which prominently featured a photograph of two of the officers in their 1910 uniforms bending over a "park sleeper." Other people recalled seeing them on television in such far-flung locations as Miami, San Franciso, Phoenix, and Denver.

Inquiries began pouring in from police departments in other cities where Pioneer Square historical reconstructions are being planned. They

Members of Seattle's Pioneer Squad in their 1910 uniforms.

were interested in the degree of success the program had experienced, the kinds of problems encountered, if any, and the reception by the public and by the officers themselves. The Royal Canadian Mounted Police in Vancouver, British Columbia, Canada, was interested in duplicating the program for their prototype pioneer area called "Gastown." The officers were invited to appear at various street festivals and parades throughout Washington and other States. A local barbershop quartet singing group invited the squad to accompany them to an international contest at Seattle as their "official escort." They were also invited to appear in the annual Pacific National Exposition parade in Vancouver.

The marked increase in public cooperation and response, not to mention the immeasurable but obviously positive effect the program has had on the public, has convinced the department that the program was extremely effective, with no loss in patrol effectiveness or efficiency. The number of arrests made by the patrol was almost exactly the same, consisting primarily of drunk-related incidents. Only one instance of resistance to the officers wherein their uniforms may have produced a credibility gap occurred when a pugnacious drunk challenged them as not being "real policemen." The officers, who carry their regulation badges and credentials in a coat pocket for just such eventualities, immediately identified themselves. The drunk assaulted one of the officers with a wild swing, anyway. He was immediately arrested and booked for his 21st local charge of assaulting an officer and resisting arrest.

After assessing the program, the assistant chief of police announced that the uniforms will be reissued in March of 1976, to coincide with the opening of the new domed sports stadium presently under construction adjacent to Pioneer Square.

"As a public relations program, designed to bring the public and the police a little closer together, the Pioneer Squad has been declared a resounding success."

As a public relations program, designed to bring the public and the police a little closer together, the Pioneer Squad has been declared a resounding success. As for the morale of the officers, one speaks for his fellow squad members in saying that he considers his experience with the project "the finest moment in my police career."

Seattle's modern skyline is framed by the graceful lines of Pioneer Square.

Infrared Light Sources in Police Surveillance

By
HARVEY N. JOHNSON, JR.*
Director
Illinois Department of Law Enforcement
Springfield, Ill.

*Mr. Johnson, a retired Special Agent of the FBI, previously served for 5 years as Operating Director of the Chicago Crime Commission.

Our problems with civil disorders and rising crime rates during the past decade have resulted in a more complex technology within the police service than I could ever have envisioned when I began my career in law enforcement over 25 years ago. Initiatives ranging from automated information systems to an entirely new concept of police-community relations have truly revolutionized our profession.

The fact that new technology and concepts have been so quickly and so

Mr. Johnson

effectively implemented by the law enforcement community speaks highly of the ingenuity and enterprise of today's professional police officer. One such form of innovation has been the development of a greatly increased nighttime surveillance capability by the Illinois State Police.

It began with the tragic outbreak of civil disorder in Cairo, Ill., a small town at the southern tip of the State, where the Ohio and Mississippi Rivers merge. A boomtown during the age of waterway transportation in the 19th century, Cairo has been in a period of economic decline for many years. During the past 10 years, racial unrest has become an even more serious problem than poverty, and in 1970, this unrest developed into urban guerrilla warfare.

During the hot summer of that year, Cairo business establishments were riddled with random gunfire. Local police were unable to control the situation. Efforts to flush out nighttime snipers were met with return fire from an undetectable and highly mobile adversary. At this point, the Illinois State Police was asked to provide assistance to the Cairo police.

The initial task of the State police was to flush out the snipers. There were many, and the job ran on for months. With the coming of autumn, the fog rolling in off the rivers each evening provided an impenetrable cover. In winter, overcast skies blackened the nights.

"Efforts to flush out nighttime snipers were met with return fire from an undetectable and highly mobile adversary."

Photographic Identification

In order to prosecute the snipers, it was desirable to obtain photographic identification. The department employed one civilian professional photographer, and to better cover the situation, all officers assigned to the area were supplied with cameras. But, since most of the activity was at night, little was accomplished.

The immediate and most obvious solution was infrared photography. But, with the film available at that time, using an 87C filter (which restricts most visible light) with a 200-watt second strobe at the maximum opening of 4.5, camera range was limited to 30 feet. Thus, a photographer would have to be very close to a subject to get a nighttime picture.

Infrared was difficult to work with and the photographs at best were not as sharp as those obtained with panchromatic film. To get the sharpest

Using 500 mm lens, during a staged scene, subject was photographed in total darkness while approximately 1,500 feet from the camera.

image possible, the camera must be "far-focused." If a subject is at 10 feet, the camera must be set at 12.5 feet.

Even though one company at the time developed a more sensitive infrared film, with a range of up to 100 feet, the value in court of the photographs obtained was highly questionable. Various objects and materials reflect infrared light in different manners. A dark-skinned person cannot be distinguished from a Caucasian. Eye sockets appear white. A man wearing a blue or green jacket would appear to be wearing a white jacket. Pock marks, scars, and tattoos are not sufficiently identifiable. It would have taken the testimony of an expert to explain to a jury how to interpret infrared photographs.

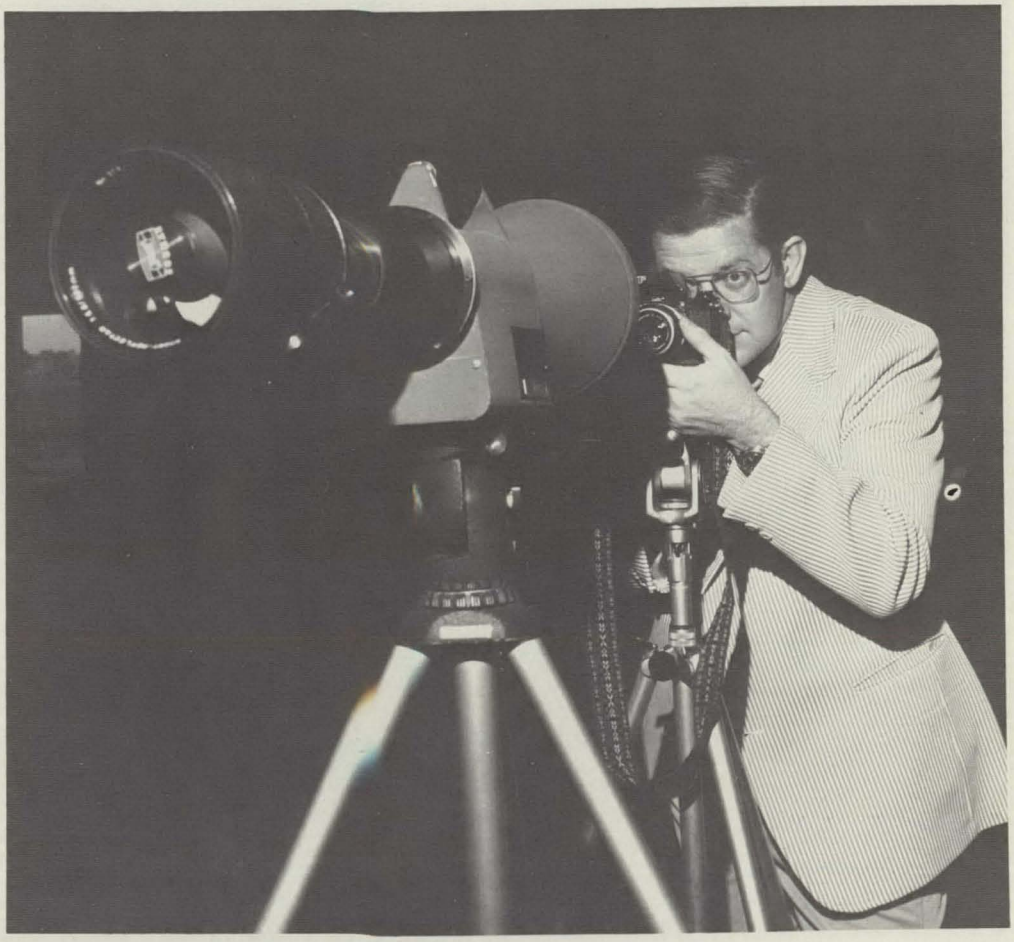
"In order to prosecute the snipers, it was desirable to obtain photographic identification."

Light Intensification

Finally, it was decided to try a different approach, that of light intensification. Arrangements were made for the State police to get a night scope for experimentation. The tests were made at the Illinois State Fairgrounds in Springfield. A series of cameras and lenses were used until an acceptable combination was found. The final working arrangement was a 4×5 speed graphic with bellows extended to a 1:1 ratio, using Royal-X Pan film with an ASA of 1200 at the shutter speed of 1/60 of a second at the widest opening of 4.5.

The pictures obtained under starlight conditions were what was being sought. Over the next few weeks, various combinations of lens were used, fitting brackets were made and adjusted, and the Cairo detail was provided with cameras and light intensification scopes.

The next problem encountered was



Stationed on a tripod are 500 mm, mirrored lens, light intensifier, and 35 mm camera with a macro lens.

that of cloudy nights. In the absence of starlight (Cairo street lights had all been shot out) the night scope was useless. The scopes amplify light 100,000 times, but in the absence of any significant light source they are not effective.

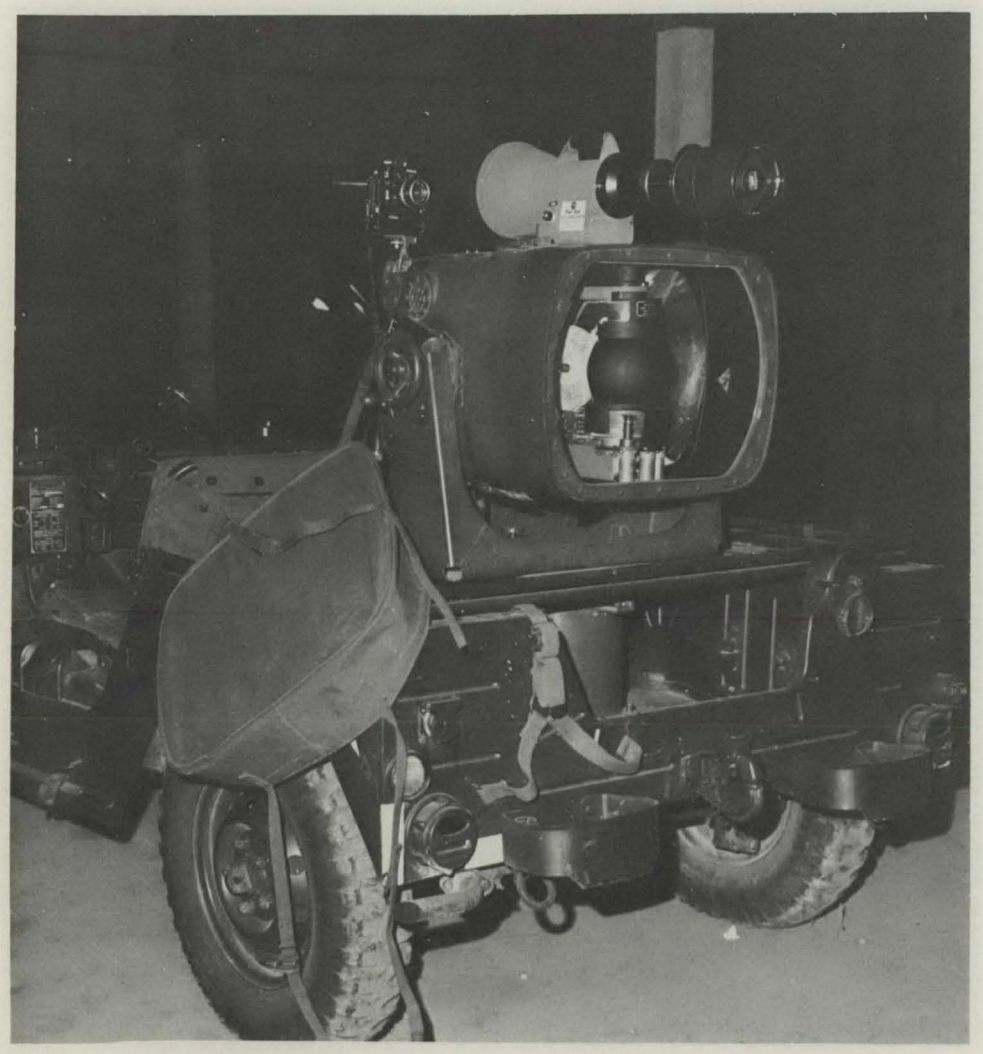
At this point, we discovered that the scopes did register an infrared light source with a clear panchromatic rendition. The team that had been working on the project then directed its attention to providing an infrared light source powerful enough to use at a distance. After burning up a number of gelatin infrared filters with aircraft landing lights on a 24-volt storage battery circuit, glass filters were obtained. With this arrangement, a man standing in total darkness could be photographed at 200 feet. The picture was a completely clear panchromatic representation.

". . . with the 800,000 candlepower infrared searchlight, that could run continuously for 24 hours, the [photographic] range was up to one-half mile."

With this light source, infrared binoculars could also be used to track a subject and direct the operators of the light and camera. The same lens combination still held true using the 4×5 speed graphic.

Following this success in obtaining a perfect set of pictures in total darkness in the normal panchromatic rendition, the photographer then set about to locate a more powerful and simpler mobile light source for the scope. An 800,000 candlepower searchlight with an infrared filter was obtained and mounted on a jeep.

With infrared film and 200-watt second strobe, photographic range was a maximum of 100 feet; with the batteries, landing lights, and infrared filter, the range was 250 feet. Now, with the 800,000 candlepower infra-



Equipment used to take nighttime photographs.

red searchlight, that could run continuously for 24 hours, the range was up to one-half mile.

Tests were made on a cloudy night and far from town. Men were positioned one-half mile down a railroad track, and the infrared scope, with the 4×5 speed graphic attached, photographed them perfectly.

Success of Equipment

After several more tests were made to ensure complete success, the equipment was shipped to Cairo where it was placed on a roof. It was found that photographs taken at distances up to one-quarter mile were clear enough to use as evidence before a jury.

Every attempt was made to install the equipment secretly. It was put in place under cover of darkness, and only members of the Cairo Police Department were informed of its use. For the first few days, invaluable information was obtained, enabling State police to more accurately monitor movements of suspects and to patrol the city more effectively. However, by the end of the first week the secret was out, and the sniping stopped.

The streets of Cairo have been safe and quiet for some time, but the surveillance device developed there has been used several times since and shared with other Illinois police jurisdictions and the FBI. A kidnaper was identified with the night scope in 1974. The equipment was used to establish the location of certain trucks at night during a truck strike marred by incidents of sabotage and violence. And last year, a million-dollar hijacking operation in East St. Louis, Ill., was broken up with the help of effective nighttime surveillance.

If any police agency wishes further information regarding this technique and the equipment used, I would be happy to see that it is furnished. Address all such inquiries to me at the Illinois Department of Law Enforcement, Room 103, Armory Building, Springfield, Ill. 62706. FBI

CRIME DIGEST

YOUNG OFFENDERS

Forty-five percent of the persons arrested for serious crimes throughout the United States during 1974 were under 18 years of age. Persons under the age of 15 made up 19 percent of these arrests.

During the 5-year period 1969–74, violent crime arrests for persons under 18 years of age increased 49 percent while the property crime arrests increased 30 percent.

REPEAT OFFENDERS

According to a summary of 207,748 offenders in the FBI's Computerized Criminal History file of the National Crime Information Center who were arrested during the period 1970–74, 65 percent had been arrested 2 or more times. These individuals had an average criminal career of 5 years and 5 months (number of years between first and last arrest) during which time they were arrested an average of four times each.

Fifty-one percent of the repeat offenders were rearrested in States other than that where first arrested.

CRIME TRENDS

Crime in the United States as measured by the Crime Index rose 11 percent during the first 9 months of 1975 as compared to the same period of 1974. The same comparison when made for the first 9 months of 1974 and 1973 shows a 16-percent increase. These figures are contained in the FBI's Uniform Crime Reports.

PROFILE OF LAW ENFORCEMENT OFFICERS KILLED

The median year of service for law enforcement officers killed due to criminal action during the 10-year period 1965–1974 was five. Fourteen percent had 1 year or less of service, 45 percent had less than 5 years, 28 percent had 5 to 10 years, and 27 percent had over 10 years of service.

The "Beeper" and the Fourth Amendment

By
PAUL G. DONAHUE
Special Agent
Federal Bureau of Investigation
Washington, D.C.

Many law enforcement officers have knowledge of and perhaps have used an electronic tracking device or beacon as an aid in physically surveilling the movements of a subject's vehicle. This device, commonly referred to as a "beeper," emits a radio signal which enables its location to be determined by directional finders. It does not record sound or transmit conversation. It is of extreme value in maintaining a surveillance which could not be successfully accomplished visually due to factors such as the nature of the terrain, darkness, or tail consciousness of the subject; and it allows the reinstitution of a visual surveillance which may have been lost. This article will examine two recent court decisions which have hedged the use of this device and have cast its warrantless usage in terms of a violation of the fourth amendment.

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.

United States *v.* Martyniuk

The first of the beeper cases was *United States* v. *Martyniuk*,[1] decided on May 19, 1975, in the U.S. District Court, District of Oregon. The ruling came after an evidentiary hearing on motions by the defendants, Martyniuk and Hufford, to suppress evidence and quash a search warrant. The defendants were charged with possession with intent to distribute amphetamines in violation of a Federal statute. The court recited the facts as follows:

> "Government agents suspected these defendants of engaging in illicit drug activity. On June 24, 1974, Hufford ordered two large drums of caffeine from the American Chemical Co. of Portland. He paid a deposit. On June 28, 1974, government agents learned of Hufford's order. When the drums arrived in Portland, the agents took one to Seattle and installed an electronic tracking device in it. They then returned the drum to the American Chemical warehouse.

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> "On July 16 Hufford picked up the drums, paying the remaining purchase price. Hufford drove circuitously, avoiding visual surveillance, toward his destination.

However, agents in an airplane eventually located Hufford's car. They would have been unable to follow Hufford without using the beeper.

"Hufford led the agents to a rental garage at 2828 Prairie Road, Eugene, Oregon. He placed the drums in a rental garage unit and left. The agents later learned that Hufford rented the unit.

"On July 18 agents entered the rental unit adjacent to Hufford's with the renter's permission. In Hufford's unit, through a crack in the wall and over a missing piece of sheetrock, they observed the durms of caffeine, together with a pickup truck and a rotary tableting machine.

"On July 23 agents, pursuant to a court order, attached a beeper to the battery of the pick-up truck. On August 26 this second beeper ceased transmitting. On August 28 the agents obtained a second court order to repair or replace the beeper. When they arrived at the rental garage, the pickup was gone. However, the second beeper began signaling again. They located the truck at a house in Dallas, Oregon.

"The agents then obtained a warrant to search the premises in Dallas and another warrant for the rental garage in Eugene. They seized a variety of paraphernalia used in the manufacture of amphetamines." [2]

The court's first concern was the threshold issue of whether the installation of the first beeper was a "search" within the meaning of the fourth amendment. It found that it was, citing the facts that (1) the agents were looking for evidence and instrumentalities of crime which would incriminate Hufford; and, (2) utilization of the device prevented Hufford from concealing the storage location of the drums which were not contraband. Since not all searches, only unreasonable searches, are prohibited by the fourth amendment, the second issue the court faced was whether the placing of the beeper (the "search") was an invasion of any legitimate expectation of privacy on the part of Hufford. The court noted that the so-called trespass doctrine no longer controls who may claim a fourth amendment privilege, citing *Jones* v. *United States* [3] and *Katz* v. *United States*.[4] The Government contended that the "beeper" merely augments visual surveillance which is not proscribed by the fourth amendment. It also maintained that Hufford had no reasonable expectation of privacy in his journey on the public highway, presumably arguing that "[w]hat a person knowingly exposes to the public, even in his own home or office, is not a subject of Fourth Amendment protection." [5] While not equating "the uninvited shadower in this instance with the 'uninvited ear' described in wiretapping and 'bugging' cases," the court pointed out that they are not totally dissimilar. "The beeper does . . . monitor movement and location, both of which may be decidedly private." [6] It noted that not only criminals take steps to ensure that they are not followed and that people conceal the location of their personal property for legitimate purposes.

It should be noted that the court found the Government to be advancing contradictory positions. The Government contended that placing the beeper in the drum was not a search and did not invade any expectation of privacy but, nonetheless, sought court approval to install the second and third beepers. The Government also contended that the same result could have been achieved through visual surveillance. The court stated that this contradicted the evidence and also ignored "a touchstone consideration in surveillance that 'no greater invasion of privacy [be] permitted than was necessary under the circumstances.' " [7]

The *Martyniuk* court saw the Government seeking a new exception to the protection of the fourth amendment and refused to grant it. It found that any decision in implanting a beeper regarding the amount of intrusion and expectation of privacy fell comfortably within precepts enunciated by Justice Jackson in *Johnson* v. *United States:*

> "The point of the Fourth Amendment, which often is not grasped by zealous officers, is not that it denies law enforcement the support in the usual inferences which reasonable men draw from evidence. Its protection consists of requiring that those inferences be drawn by a neutral and detached magistrate instead of being judged by the officer engaged in the often competitive enterprise of ferreting out crime. . . . When the right of privacy must reasonably yield to the right of search is, as a rule, to be decided by a judicial officer, not by a policeman or government enforcement agent." [8]

Since the beeper was not needed to protect the agents' safety nor could it prevent the destruction of evidence and no exigent circumstances prevented the agents from obtaining prior court approval, its use violated the warrant requirement of the fourth amendment. But for the beeper the agents could not have determined the location of the rental garage and thereafter a tainted avenue led them to the house in Dallas. The evidence seized at the house in Dallas and the rental garage in Eugene was the "fruit of a poisonous tree" and could not be used against Hufford.[9]

As to defendant Martyniuk, the court denied his motion to suppress, based on lack of standing to contest the illegality of the placement of the beeper. It found that to be a person aggrieved by an unlawful search and seizure and, thus, to have standing to contest it, a codefendant must show that he owned the property or that he had a substantial interest in the premises searched or that he was the victim of the invasion of privacy because the search was directed at him.[10]

United States *v.* Holmes

The second of the beeper cases is *United States* v. *Holmes*,[11] a unanimous decision on October 8, 1975, by a three-judge panel of the Fifth Circuit Court of Appeals. The United States appealed from an order of the U.S. District Court for the Northern District of Florida granting motions to suppress evidence based on a finding that the warrantless use of the beeper was an illegal search.[12] The district court also found that an application for a warrant would have been rejected because no probable cause existed to justify its installation.

The underlying facts of this case were recited by the fifth circuit as follows: [13]

> "In late July and early August of 1973, appellee Holmes negotiated the sale of 300 pounds of marijuana to a state undercover agent, Steve Cox. In the early evening of August 3, Cox met with Holmes at a lounge in Gainesville, Florida, in the Northern District of Florida, in order to display the $45,500 cash needed to complete the transaction. While the two were inside the lounge another agent by use of a magnet attached an electronic surveillance device under the right rear wheel of Holmes' van, parked on a lot outside the lounge.
>
> "The battery-operated device, called a beacon or 'beeper', emits periodic signals which can be picked up on radio frequency. These signals established the approximate location of the object to which the beacon is attached by providing a line of position, to the left or to the right, between the transmitter and the intercepting equipment.
>
> "The agents admittedly used the beacon in order to locate the source of the marijuana in the event visual surveillance of the van was lost. They did not attempt to obtain a warrant.
>
> "The agents then began what was to have been constant visual surveillance of Holmes and his van. During the early morning hours of Sunday, August 5, 1973, however, the van was moved without their being aware. When he learned of the van's disappearance, the officer in charge of the joint state/federal surveillance operation, agent Ginley, ordered a plane into the air to track it.
>
> "The pilot of the plane was never able to spot the van visually, but by 9:15 A. M., he was able to determine from the electronic beacon's transmission that it had stopped at Federal Point, a sparsely settled rural area 60 miles to the east of Gainesville on the St. Johns River in Putnam County. Putnam County is in the Middle District of Florida. The pilot did not pinpoint the exact location of the van, in part because he feared that flying low would alert the driver to the aerial surveillance and in part because the area was heavily wooded, but he was able to place it within a rectangular area of about one hundred by two hundred yards adjacent to the river.
>
> ". . . The Moody home was near the center of the rectangle, facing east. . . .
>
> "The agents, with the aid of the pilot's directions by radio, arrived at Federal Point between 11:00 and 11:30 A. M. and surrounded the location. At 11:30, unable to sight the van, they asked the pilot to verify the van's position and were told that it had departed and was moving west toward Gainesville.
>
> ★ ★ ★ ★
>
> "In the meantime, around 11:30 A. M., Holmes had called Cox and told him the van had been picked up and would return with the marijuana at about noon. Lt. McGraw, of the Gainesville Police Department, then left for Federal Point with the State Attorney and an investigator for the State Attorney's office. Twenty-five miles east of Gainesville, they passed a van which they believed to be Holmes'. They turned to follow it and verified it as his by a license check. After it went over railroad tracks without bouncing, indicating its heavy load, and observing that

". . . what [a person] seeks to preserve as private, even in an area accessible to the public, may be constitutionally protected. . . . There is a right to be secure, even in public."

"The location of the vehicle at the time of the installation is not controlling. . . ."

it was curtained, they stopped the van and searched it. They seized 1200 pounds of marijuana and arrested its two occupants, appellees DeWitt and Williams. Agent Ginley was notified of the arrests and seizures. This was at a time after he had sent Sedalas and Vipperman into the woods behind the Moody property."

A northern district of Florida grand jury returned a four count indictment. Count One charged Gail and Norman Moody, Okus, Holmes, DeWitt, Williams, Ashley, Willy, Green, and two others with conspiracy to possess with intent to distribute marihuana. Count Two charged the two Moodys, Okus, Holmes, DeWitt, and Williams with possession with intent to distribute marihuana, occurring on August 5, 1973.[14]

The Government on appeal from the district court rulings argued that the installation of the beeper was not a search because no privacy was invaded. Reasoning from *Katz*, this argument was based on two premises: (1) that although a technical trespass was committed, a citizen can have no reasonable expectation of privacy in a vehicle left on a public parking lot with its exterior and much of its interior accessible to any passerby [15] and (2) that a citizen cannot reasonably expect his movements on public roads to remain private.

The court turned also to the *Katz* case initially for its analysis of the application of the fourth amendment. It held:

> "The location of the vehicle at the time of the installation is not controlling:
>
> > What a person knowingly exposes to the public, even in his own home or office, is not a subject of Fourth Amendment protection. See *Lewis* v. *United States*, 385 U.S. 206, 210, 87 S. Ct. 424, 427, 17 L.Ed.2d 312; *United States* v. *Lee*, 274 U.S. 559, 563, 47 S.Ct. 746, 748, 71 L.Ed. 1202. But what he seeks to preserve as private, even in an area accessible to the public, may be constitutionally protected.
>
> 389 U.S. at 351, 88 S.Ct. at 511, 19 L.Ed.2d at 582.
>
> "When a person parks his car on a public way, he does not thereby give up all expectations of privacy in his vehicle. There is a right to be secure, even in public." [16]

The court pointed out that while a driver may not complain if police observe objects in plain view in the car, search out his Vehicle Identification Number, take a paint scraping, or compare tire treads for identification purposes, he may complain if the police, without probable cause and absent exigent circumstances, break into his car and seize objects hidden therein, even if the car is parked on a public lot. The court saw little if any difference between installing a beeper on the underside of a car and hiding an agent in the trunk who signals the location of the car by radio:

> "We are unwilling to hold that Holmes, and every other citizen, runs the risk that the government will plant a bug in his car in order to track his movements, merely because he drives his car in areas accessible to the public. The presence or absence of a physical intrusion into the interior of the car does not affect this conclusion." [17]

In treating the contention that an individual can have no reasonable expectation of privacy in his movements on the public roads, the court disapproved the Government's assumption that the nature of the information sought controls whether or not a search has occurred:

> "The real question, then, in cases of this type and the proper focal point for inquiry is whether the government, in searching out information not otherwise available, invades an individual's 'right of personal security, personal liberty, and private property', *Boyd* v. *United States*, 1886, 116 U.S. 616, 630, 6 S.Ct. 524, 532, 29 L.Ed. 746, 751, and violates 'the privacy upon which he justifiably relied'. *Katz*, supra, 389 U.S. at 353, 88 S.Ct. at 512, 19 L.Ed.2d at 583. By this approach, courts are able to distinguish visual surveillance from electronic surveillance, eavesdropping from wiretapping, a plain view from a breaking and entering." [18]

Considering the situation in terms of the "real question" as expressed above, the court found no rational basis to distinguish the violation of the expectation of privacy involved in installing a beeper on a car to monitor its movements, from placing a device to overhear conversation on the outside of a public telephone booth. Further, the beeper installation required an actual trespass. That no evidence might be discovered initially with either device is contemplated and does not preclude later discovery of the fruits of such activity.

The fifth circuit panel recognized that a citizen driving his car can anticipate visual surveillance but stated that he can reasonably expect to be "alone" in his car when he enters it and drives away. As to the contention that the beeper merely augments what can be done visually, the court dismissed it by noting that the facts contradict that position and that the chief value of the beeper lies in providing information otherwise unobtainable to the Government.

Emphasizing its reaction to the warrantless use of the beeper the court stated:

> "Without intending to imply that the use of the beacon without judicial supervision is anything less than obnoxious and repulsive, we think the Supreme Court's early admonition bears repeating:
>
> > It may be that it is the obnoxious thing in its mildest and least repulsive form; but illegitimate and unconstitutional practices get their first footing in that way, namely, by silent approaches and slight deviations from legal modes of procedure.
>
> *Boyd*, supra, 116 U.S. at 635, 6 S.Ct. at 535, 29 L.Ed. at 752. If this conduct is held to be outside the reach of the Fourth Amendment, there is nothing to forestall the implanting of a similar device on one's person, and this on no greater grounds than existed in the present case: the merest of suspicions. No safeguards would be imposed except by the self-restraint of law enforcement officials." [19]

Alternatively, the Government argued that even if the use of the beeper is subject to the fourth amendment, probable cause existed to justify its use.[20] The court pointed to the determination of the district court that the agents had no information (at the time of installation) that the van had ever been used to transport contraband and no information that it would be used in the current transaction. The agents testified that they "assumed" the van would be used because of the quantity of marihuana involved, an assumption not confirmed until Holmes called Cox over 40 hours after the beeper was installed. It can be argued, however, that there should be a distinction between the installation of the device and the monitoring of it. The installation of the beeper, by itself, in this case, involved only a magnetic application to the exterior of the car and was a negligible intrusion. It would seem that the judicially cognizable event would be the monitoring of the device, not the mere installation, since the monitoring of the device is what yields the information making it a search. The law enforcement officers here and in many other cases may not be able to place the device by the time they have probable cause for a warrant. Yet, if the device is in place and there is time to secure a warrant after probable cause is established that would seem to be sufficient, since it is only then that the search begins. If, however, as in *Holmes*, because of exigent circumstances and the fast-moving nature of events, it was not possible to obtain a warrant before monitoring began it would seem that the standard should have been judicial review of the reasonableness of that action.

Having determined that the use of the beeper was a search requiring a warrant, the search in *Holmes* was found to be *per se* unreasonable and therefore the evidence seized was subject to exclusion, since the Government did not contend that the search fell within any of the exceptions to the warrant requirement. Citing *Silverthorne Lumber Co.* v. *United States*, and *Wong Sun* v. *United States*,[21] the court concluded that whether the evidence was unearthed at the time of the original invasion did not matter.

The Issue of Standing

Since the Government had not in fact conceded standing by each appellee to contest the legality of the installation of the beeper, the court proceeded to consider which appellees should be accorded the status of persons aggrieved by that search. The Government did concede the standing of Holmes, who owned the van, and DeWitt and Williams, its occupants when it was stopped. Standing was also conferred upon the two Moodys and Okus to challenge the installation and use of the beeper. Their standing came about in two ways. Since the transmissions from the beacon constituted a "continuous search," standing was conferred by the movement of the van onto the Moody property when all three were present. This was sufficient to ground the suppression of all evidence seized upon the Moody premises but it did not affect the evidence seized from the van since that seizure would have occurred regardless of whether the van ever entered the Moody property. Yet the two Moodys and Okus had a separate source of standing with regard to that evidence because they were charged with Holmes, DeWitt, and Williams in Count Two of the indictment with a possessory offense and the fifth circuit has indicated its intent to follow the "automatic standing" rule established in *Jones* v. *United States*.[22] The Government argued in vain that the Moodys and Okus were not charged with possession of the marihuana at the time of its seizure from the van and that the automatic standing rule was inapplicable. The court noted that the indictment charged all of those named in Count Two with possession on August 5, 1973, the date of the seizure, and that all parties were joined in the same count. It appears, therefore, that if the two Moodys and Okus had been charged in a separate indictment with possession of the marihuana seized from the van on an earlier date (or even at a time on August 5, 1973, before the van arrived at the Moody premises), they would have lacked standing to contest its admissibility against them.[23]

Conclusion

Prior to the *Martyniuk* and *Holmes* decisions there had been no reported

Federal decisions on the use of the beeper. With the reporting of these decisions, it is probable that other courts will soon be faced with the same question. Attorneys, put on notice of the probable benefits to be gained for their clients, will begin to ask in appropriate cases as a routine matter whether any electronic device was used as a means of physically surveilling their clients, just as they now ask routinely whether any electronic eavesdropping device was used. The reasoning of the *Martyniuk* and *Holmes* decisions, as ratified or modified on further appeal, is attractive and is likely to be followed by other courts in this privacy-oriented era. The spectre of any "electronic device" is such that courts which acknowledge that a citizen can be visually surveilled lawfully without probable cause may find a right of privacy in one's location on the public highway when the same surveillance is accomplished by means of a beeper even though installed without physical intrusion into either constitutionally protected premises or into the vehicle itself.

In view of the decisions discussed above, we may ask whether there are any situations where, without probable cause, a beeper may be used. Both *Martyniuk* and *Holmes* indicated that where the reason for its use is to seek evidence for the purpose of criminal prosecution a warrant is required. It would seem, however, that the device might be used without a warrant in other situations. For instance, it might be used to monitor the movement of an individual whom officers merely suspect may lead them to a wanted fugitive. If the individual monitored does unwittingly lead them to the fugitive but is not charged with harboring a fugitive or some other offense arising out of his relationship with the fugitive, the *Martyniuk* and *Holmes* decisions would seem to have no effect. Since no evidence is obtained against the fugitive, and the fugitive cannot be heard to complain of the infringement of the constitutional rights of the person followed, it should not even be necessary to respond to any inquiry by him as to whether a beeper was used. Perhaps there are other situations which might also qualify as exceptions to the general rule of *Martyniuk* and *Holmes*.

It may be also that such devices are being used over a period of time for criminal intelligence purposes without any immediate prosecutive object. If so, and if it is detected, it should be borne in mind that the forum for determining the propriety of such usage may be a civil suit.

One last observation is in order. Officers faced with a pre-probable cause situation may feel that a warrant requirement for the use of a beeper deprives them of a valuable investigative tool and is a misapplication of the fourth amendment. There are undoubtedly a few who will regard it as nothing more than a judicial rationalization of a misplaced sporting instinct—in effect, saying that the fox always should have a chance to escape. The only solace to be offered is that frustration from not being able to use the device without a warrant should be considerably less than would be experienced later from believing a case had been established, only to see the evidence suppressed.

The purpose of this article is to alert law enforcement officers to these current developments in the law of search and seizure in order that timely advice may be sought from the prosecutor, police law specialist, or other appropriate source.

FOOTNOTES

[1] 395 F. Supp. 42 (1975). This case is currently on appeal in the 9th circuit.

[2] Id. at 43.

[3] 362 U.S. 257 (1960).

[4] 389 U.S. 347 (1967).

[5] Id. at 351.

[6] *Supra* footnote 1 at 44.

[7] Id., citing *Berger* v. *New York*, 388 U.S. 41 (1967).

[8] 333 U.S. 10 (1948).

[9] *Silverthorne Lumber Co.* v. *United States*, 251 U.S. 385 (1920); *Wong Sun* v. *United States*, 371 U.S. 471 (1963).

[10] *Jones* v. *United States*, 362 U.S. 257 at 261–262 (1960); *Alderman* v. *United States*, 394 U.S. 165 at 171–172 (1969).

[11] 521 F. 2d 859 (5th Cir. 1975). A petition for rehearing en banc has been filed by the Government.

[12] As noted by the fifth circuit, the district court judge apparently mistakenly believed that the Government conceded the standing of each appellee to challenge the installation and use of the beeper. He made an alternative finding that an agent's peering into a shed, preceded by a trespass onto the Moody property in order to secure a vantage point, was an illegal search conducted without probable cause and lacking the authorization of a warrant. He ordered all evidence seized from the Moody property suppressed.

[13] Textual footnotes omitted.

[14] Counts Three and Four, not involved in this appeal, charged Holmes with using a telephone on August 4, 1973, and August 5, 1975, to facilitate the commission of the conspiracy and substantive offenses. Holmes pled guilty to Count Four.

[15] The Government also relied upon *United States* v. *Johnson*, 431 F. 2d 441 (en banc) (5th Cir. 1970) and *United States* v. *Polk*, 433 F. 2d 644 (5th Cir. 1970) in which the fifth circuit held that opening an unlocked car door in order to determine the Vehicle Identification Number (VIN) was not a search because there can be no reasonable expectation of privacy in such numbers and upon *United States* v. *Powers*, 439 F. 2d 393 (4th Cir. 1971), cert. denied, 402 U.S. 1011, where the police action was held a search but upheld because of the minimal invasion of privacy involved, the quasi-public nature of the VIN, and the frequent need to check the VIN expeditiously before the vehicle is moved.

[16] *Supra* footnote 11 at 864.

[17] *Supra* footnote 11 at 865.

[18] Id.

[19] Id. at 866.

[20] The Government in its brief pointed out that at the time the beeper was installed negotiations for the sale of several hundred pounds of marihuana had passed their preliminary stages. Indeed, Holmes was meeting with Cox for the purpose of determining if he had the more than $45,000 necessary to complete the transaction. Although there was no explicit information that it would be the vehicle used to haul the 300 pounds of marihuana, the van was a likely means of transportation for such a sizeable load. The amount of contraband involved precluded the possibility that an ordinary automobile would be used to make the delivery.

The Government also argued for a lesser standard than probable cause because the invasion of privacy is minimal, citing *Powers, supra* footnote 15. The court refused to adopt a lesser standard because the activity in *Powers*, opening a door to inspect a VIN, is limited in time, scope, and duration, unlike that involved when a beeper is used. In the *Holmes* case the beeper was in operation for over 42 hours.

[21] *Supra* footnote 9.

[22] 362 U.S. 257 (1960). See *United States* v. *Hunt*, 404 F. 2d 931, 939, n. 9 (5th Cir. 1974).

[23] Note that the separate indictment would have had to be obtained in a different judicial district since the Moody property was located in the middle district of Florida, whereas the other indictment issued from a grand jury in Gainesville, located in the northern district of Florida.

WANTED BY THE FBI

Photos taken 1972. Photo taken 1974.

PAUL DAVID KNEELAND, also known as K. Paul Bronihan, Kevin Paul Brosnihan, Paul David Broushan, Paul David Townsley

Bank Robbery; State Firearms Control Assistance Act; Interstate Flight—Armed Robbery

Paul David Kneeland is currently being sought by the Federal Bureau of Investigation for bank robbery, violation of the State Firearms Control Assistance Act, and interstate flight to avoid prosecution for armed robbery.

The Crime

Kneeland, while in the company of two associates, allegedly participated in several bank robberies in Oregon and California during which firearms were reportedly used. Two suspects have subsequently been apprehended, leaving Kneeland the only member of the trio at large. A Federal warrant was issued on August 14, 1974, at Portland, Oreg., charging Kneeland with bank robbery and the use of a firearm in the commission of a Federal felony. A Federal warrant was also issued on December 11, 1972, at Boston, Mass., charging Kneeland with unlawful interstate flight to avoid prosecution for armed robbery.

Right thumb print.

Description

Age	28, born December 8, 1947, Worcester, Mass.
Height	5 feet 9 inches.
Weight	160 pounds.
Build	Medium.
Hair	Black.
Eyes	Hazel-green.
Complexion	Fair.
Race	White.
Nationality	American.
Scars and Marks	Curved scar inner left arm, scar right side of neck, appendectomy scar.
Occupations	Camp ground manager, carnival worker, laborer, machinist.
Social Security Nos. used	409-07-2263; 032-36-6873.
FBI No.	863,989 G.

Fingerprint classification:
18 L 9 T I0 9 Ref: 9
S 2 R III 1

NCIC classification:
18 TT 03 CO 09 09 52 05 CI 12

Caution

Kneeland is reportedly armed with an M–2, .30 caliber carbine and a .38 caliber revolver and should be considered very dangerous.

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.

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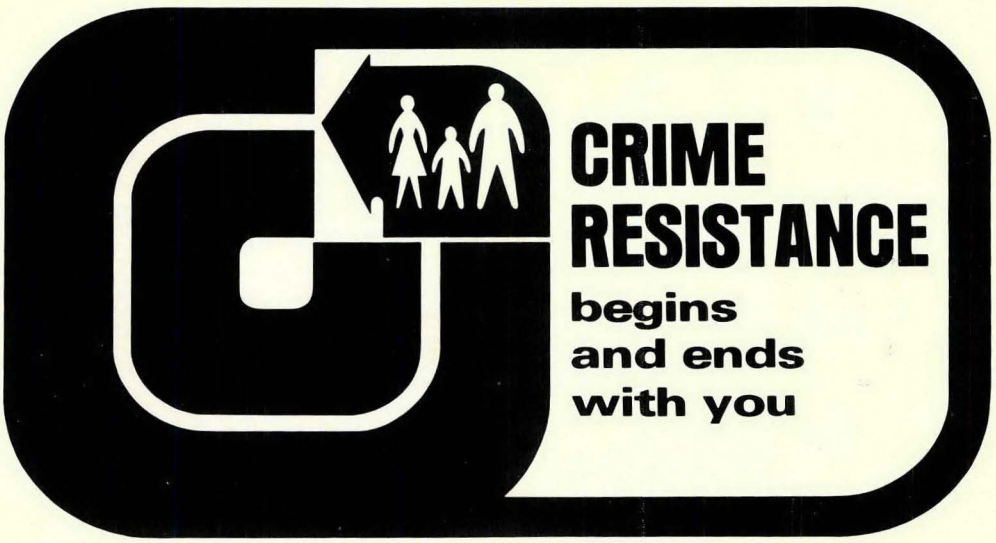

You can resist crime by:

- **- practicing crime safety measures that eliminate opportunities for the criminal and help you avoid becoming the victim of crime.**
- **- finding ways in which you can participate responsibly with your local police in the law enforcement process.**
- **- appearing as a witness and following through in other ways to insure that all violations are properly adjudicated.**
- **- encouraging others to join in crime resistance and coming to the aid of others when they fall victim to crime.**

Clarence M. Kelley

DIRECTOR, FBI

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