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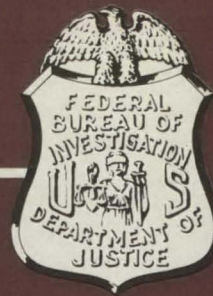
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THE COVER

A community relations team of the Cincinnati, Ohio, Police Department on patrol.



From the Director . . .



ONE OF MY FIRST ACTS as the new Director of the FBI was to increase efforts to recruit qualified minority and female applicants for the Special Agent position. Substantial representation of minorities and females in our ranks is right and just. Moreover, it is sound from an operations standpoint; we must represent all our citizens in order to gain the cooperation necessary in our investigations.

Minority representation in all law enforcement agencies is equally sound—and equally required by law. It was not a historic accident that in the early days of organized peacekeeping in this country, police forces had heavy ethnic, particularly immigrant, representation. There were economic and political reasons for this, but it was also effective in terms of linguistic and cultural understanding between police and citizens.

However, to eliminate the political corruption also present in those times, centralized command and professional training were needed. The explosion of cities then forced emphasis on motorized patrol and the relationship of patrol officer to citizen was subordinated to technology. Today, thoughtful analysis of policing has affirmed that citizen cooperation solves crimes, thus the concept of neighborhood team policing. But cooperation must be built on trust, and trust among minority groups will be forthcoming only if

minorities are represented in the law enforcement agencies that serve them.

Minority and female representation on police forces is not new; our Nation's capital fielded black officers in 1869 and Los Angeles appointed a female officer in 1910. But, in the case of female officers, it is only recently that they have been assigned to the most demanding of police roles—patrol. Recent studies have shown that female officers can handle the physical and emotional demands of patrol, just as our female Special Agents meet the demands of that job.

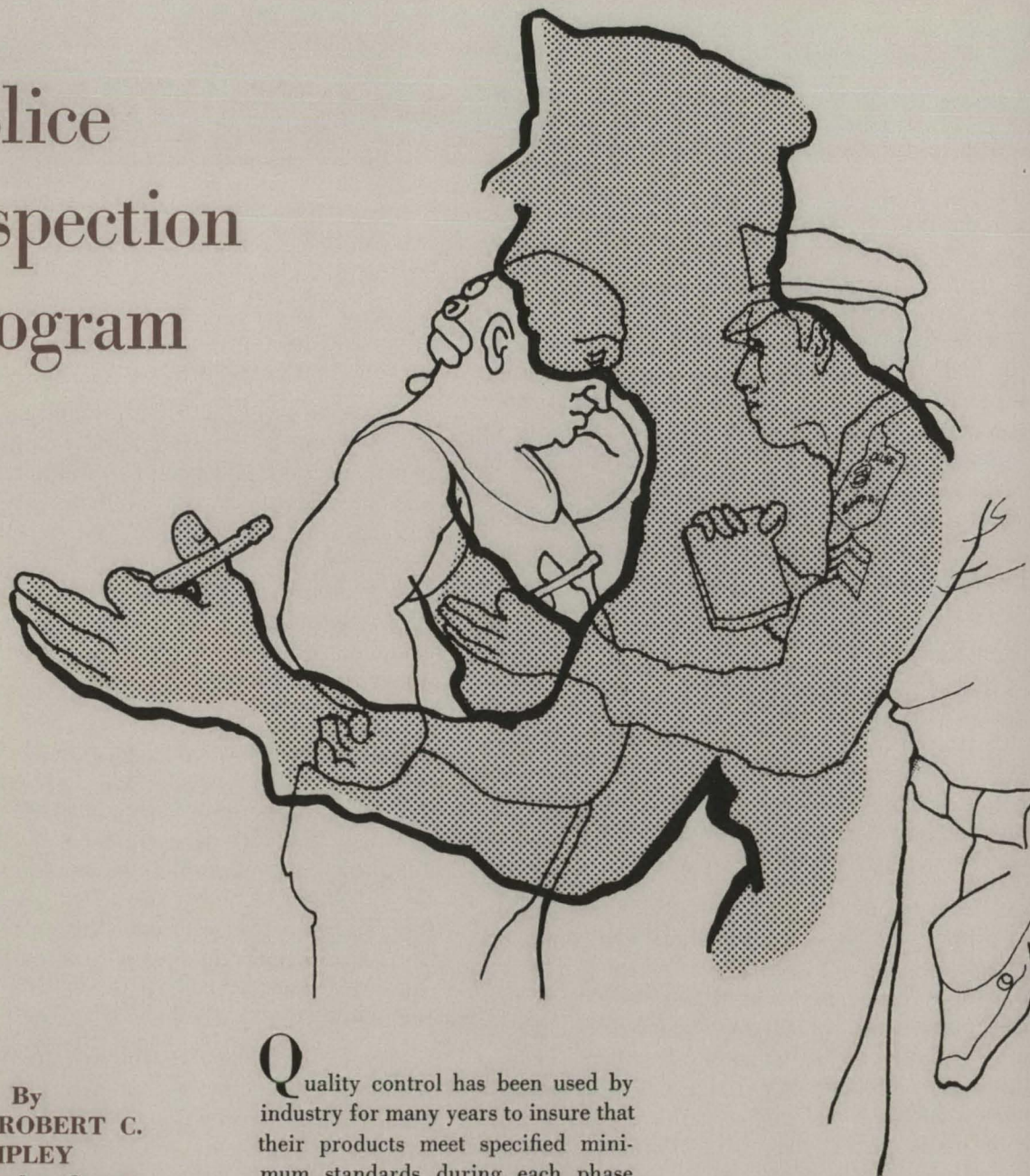
Recruitment will not be easy. Generations of prejudice, on both sides, must be bridged and standards must be maintained. Law enforcement will be in competition with other professions for recruits—witness recent comment on the lack of minority representation in the news media. But it can be done. In this issue of the Bulletin, the Indiana State Police stresses that attracting the best recruits takes the best recruiters. In the long run, this serves our departments and our communities.

We celebrate the founding of our Nation this month; a fitting time to rededicate ourselves to equality in our profession. Join with me to insure that law enforcement, upon which free government rests, is not only of the people but by the people—all our people.

July 1, 1978

WILLIAM H. WEBSTER
Director

Police Inspection Program



By
**CAPT. ROBERT C.
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Quality control has been used by industry for many years to insure that their products meet specified minimum standards during each phase of production. This is a concept that law enforcement agencies should adopt.

As a general rule, law enforcement agencies have more control over employee conduct than private indus-

try. It has been said that police function inside a fishbowl.

Each law enforcement officer must clearly realize how he appears to many persons. His presence is a sym-

"Used as an administrative and supervisory tool, [a police inspection program] should improve the approach of officers to citizens and therefore improve police-community relations."

bol of authority. To many, this is comforting; to others, unfortunately, it provokes anxiety and fear. The actions of each individual officer affect the reputation of the entire department, and he must recognize this responsibility to his department.

"The actions of each individual officer affect the reputation of the entire department, and he must recognize this responsibility to his department."

William H. Parker, former Chief of the Los Angeles Police Department, noted, "Every look, every word, every motion made by every man in the organization, every comment of the day, communicates impressions to the public—and as such, is public relations activity, good or bad."¹

My purpose is to describe and advocate a police inspection program. In this program, each officer is inspected at least once a year by a spe-

cially selected team of supervisory officers who interview citizens the officer has contacted to determine the officer's demeanor and attitude. Used as an administrative and supervisory tool, this should improve the approach of officers to citizens and therefore improve police-community relations.

In recent years, police-community relationships have grown from a "them" and "us" type of feeling to a recognition that success and satisfaction can be achieved through understanding and mutual respect. "As community leaders improve their understanding of the police, they will vow to increase their support. And in accordance with their great tradition of service and as their perception of the community improves, the police will serve every citizen even better than before," remarked Patrick V. Murphy.²

As a rule, a successful police department is one where acceptance and cooperation are received from the community it serves. Joseph Fink and Lloyd Sealy noted in their book, "It cannot be said too often that good law

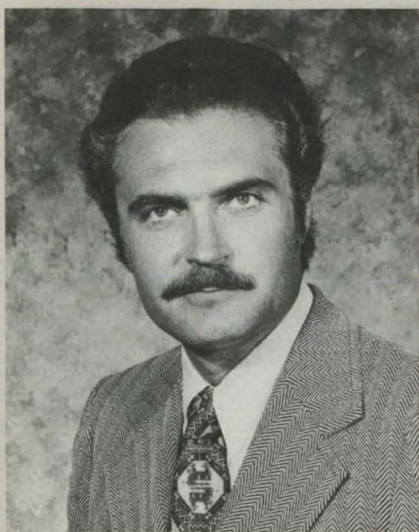
enforcement depends on the reality of the personal relationship. You cannot have effective policing without community cooperation, which, in turn, is impossible in an impersonal atmosphere."³ It is for this reason that most law enforcement agencies throughout the country have a person or unit solely responsible for community relations.

Police administrators must realize that community acceptance and understanding are not merely helpful to the law enforcement function, but are

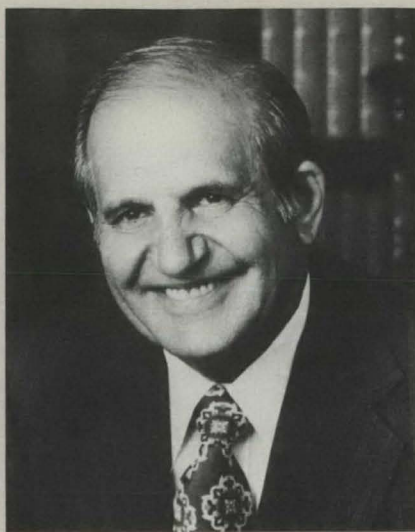
"Police administrators must realize that community acceptance and understanding are not merely helpful to the law enforcement function, but are an integral part of police operations."

an integral part of police operations.

Harlan Hahn, author of *Police in Urban Society*, states, "Without the assistance of the community in re-



Capt. Robert C. Ripley



Sheriff Peter J. Pitchess
Los Angeles County, Calif.

porting and providing information concerning crime, police departments could be immobilized.”⁴ With the implementation of a police inspection program, each officer will know that the citizen with whom he has contact may have the opportunity to rate his performance. Thus, it is logical to conclude that the approach of officers to citizens will improve, and therefore, community relations will improve.

Prior to instituting this police inspection program, a random community survey should be taken to determine the general attitude of the citizens toward the police department and the officers who serve them. The survey should be conducted by a private research organization that has expertise in this area. At the end of the first year after the implementation of the program, the same private research organization should conduct another community survey asking the

same questions. The results of both surveys should be compared in order to determine if there has been an improvement in police-community relations.

The following are some questions that should be asked in the survey, and the responses, for the most part, could be rated on a one to seven scale for numerical weight:

1. How many personal contacts have you had with a police officer in the last year?
2. Would you like to see more uniformed police officers on the streets?
3. Are police-community relations an important part of crime prevention?
4. Would you help a police officer in need of assistance?
5. Do you feel threatened by the presence of a police officer?
6. How would you feel if you called for emergency police service and a fe-

male officer responded?

7. Do you feel the police officers of your community are receiving an adequate salary for their job?

8. Do you feel that traffic laws are fairly and equally enforced?

9. Do you feel the officers are responsive to the needs of the community?

10. Do you believe that most police officers have been guilty of verbal abuse toward citizens?

11. How do most of your close personal friends feel about the police department?

12. How would you rate the police department?

In this program, each officer who deals with a citizen in person would be inspected annually. The total number of officers would be divided by 12 in order to inspect a specific number each month. These officers should be selected at random until all officers are inspected for that rating period.

The inspection team should be commanded by a lieutenant, with an adequate number of sergeants to conduct the inspections on a regular basis by personally interviewing at least 10 citizens. If necessary, the inspection team members should receive special training from experts in the field of interviewing techniques.

The citizens to be selected for interview purposes should be determined by a random sampling of each officer's field reports and traffic citations. If there are serious negative comments made about the officer being inspected, then at least five more citizens should be selected and interviewed.

Resistance to this program by the officers of the department can be ex-

“It should be stressed to the officers that inspection is a necessary administrative tool intended to promote efficiency, maintain an acceptable level of service, and improve police-community relations.”

pected. To minimize this resistance, officers should be informed about the new unit and its purpose. It should be stressed to the officers that inspection is a necessary administrative tool intended to promote efficiency, maintain an acceptable level of service, and improve police-community relations. They should be aware that *all* personnel can expect to be subject to inspection at least once each year and that the program was designed to help them, not harm them.

An inspection form should be developed listing the officer's name and assignment, the name of the citizen being interviewed, the dates of the interview, and the incident where the citizen had contact with the officer. The form will list specific questions to be answered concerning the officer's attitude, emotional control, personal appearance, and the citizen's opinion of the department in general. A professional research organization should be hired to develop the form to be used and a numerical weight should be given to each response.

The following are questions which should be asked of the citizens being interviewed:

1. What was your overall impression of the officer?
2. Was he courteous?
3. Was he tactful?
4. How would you describe his attitude?
5. Did he take command of the situation?
6. Did he display emotional control?
7. How would you describe his personal appearance?
8. Did he take time to answer your questions?
9. Did he appear to know what he was doing?
10. In your opinion, did the officer use good judgment?
11. What were his strong points?
12. What were his weak points?

13. What might he do to improve his job performance?

14. How would you rate our police department?

15. Do you feel our officers are responsive to community needs?

16. Would you like to see more uniformed officers on the streets?

17. Do you feel traffic laws are fairly enforced?

18. Are police-community relations an important part of crime prevention?

19. Do you have any suggestions for improving our community relations?

20. Do you have anything to add?

Completed inspection forms should be maintained in a security file, separate from the officer's personnel file. The inspection results should be taken into consideration when rating the officer for yearly performance evaluation and for possible areas of additional training.

"After the inspection is completed, each officer should be informed of the results of his individual inspection."

After the inspection is completed, each officer should be informed of the results of his individual inspection. He should be advised of his strong and weak points and of the general image he is projecting to the public. Counseling should be done if serious problems are detected.

Implementing a program such as this will naturally cost money. Funds should be budgeted for the two surveys to be conducted by the private research organization. The inspection team personnel will have to be budgeted for, or they will have to be borrowed from another area of the department, if a unit such as this is formed.

Problems that can be anticipated,

in addition to the initial resistance by officers, also include some citizen hostility toward the officer by nature of the actions he took while handling the incident. Another area is bias on the part of the citizen and perhaps on the part of the interviewer. Some citizens will be afraid of retribution from the officer being inspected. A few citizens will try to answer what they think the interviewer wants to hear, while others will be uncomfortable about answering the questions.

Properly implemented, the police inspection program should accomplish the following: (1) The public would be made aware that the department is concerned with the conduct of its officers; (2) the approach of the officers to traffic violators, victims, and witnesses will improve; and (3) the number of citizen complaints of discourtesy against officers will decline. With the decline of complaints and the knowledge that the department cares about the conduct of its officers, community relations will show a definite improvement.

This conclusion is supported by the results of a 1974 survey conducted in the city of Menlo Park, Calif. The Menlo Park Community Attitude Survey has obtained information for the police department management and has given residents of the community the opportunity to express their opinions on police service in their city. Citizens have been pleased by their department's effort to get their views, and have called the survey both worthwhile and essential.⁵

FOOTNOTES

¹ William H. Parker, *Parker on Police* (Charles C. Thomas, Springfield, Ill., 1957), p. 137.

² Patrick V. Murphy, "Police and the Community: Probing for Mutual Understanding," *Police and Community Relations: A Sourcebook* (The Glencoe Press, Beverly Hills, Calif., 1968), p. 247.

³ Joseph Fink and Lloyd G. Sealy, *The Community and the Police—Conflict or Cooperation?* (John Wiley & Sons, New York, 1974), p. 88.

⁴ Harlan Hahn, *Police in Urban Society* (Sage Publications, Beverly Hills, Calif., 1970), p. 97.

⁵ Victor Cizancas and Fritz Feist, "A Community's Response to Police Change," *Journal of Police Science and Administration*, Vol. 3, No. 3, 1975, pp. 284-291.

Exhumation: The Method Could Make the Difference

By

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Quite often, law enforcement officers are confronted with the problems of removing buried human skeletal remains. Recent news reports of searches for victims of mass murders and gangland-style slayings serve to underscore this point. It is imperative, therefore, that police personnel are alerted to the methodology that can be of critical importance in the

exhumation of human skeletons.

Techniques for the location and proper removal of human burials have been developed over a long period of time by those in the field of archeology—that branch of anthropology which deals with prehistoric or early historic cultures. The archeologist attempts to reconstruct events of the past by carefully excavating nonper-

ishable items from sites where humans have previously lived, and in the process, have altered their environment. He is trained not simply to remove artifacts, but to interpret the cultural facts that surrounded an earlier event for which there is no written record.

In working with police agencies over the years, the authors have noted that law enforcement officers are generally unaware of how much informa-

“[L]aw enforcement officers are generally unaware of how much information the careful excavation and removal of a skeleton can provide.”

tion the careful excavation and removal of a skeleton can provide. To illustrate, when a homicide occurs in a motel, police will insure no clue is overlooked. Photographs are taken, fingerprints are obtained, and an ex-

"[A] wise practice [is] to photograph the excavation at various stages and include identification and direction markers."

tensive search of the room is conducted to locate even the most minute item which could conceivably help solve the murder. But, let's say that the motel owner is opening up a section of the motel that had been closed for the off-tourist season, and in one of the rooms, lying on the bed, is the skeleton of a human who had been killed some months before. Many police officers believe that if the body tissue has decayed, little or no information can be obtained and the mortician is then called to remove the skeleton. From the skeleton, a forensic anthropologist can determine whether the bones are animal or human. If human, he can determine the approximate age at death, sex, race, approximate stature, an estimation of length of time since death, and other peculiarities of the skeleton, such as healed fractures and pathologies that leave their mark on bone. But few attempts are made to reconstruct the events of the crime, and in many cases, the law enforcement officer does not know whom to seek for aid in his investigation. The investigator, faced with the problem of locating or removing a human burial, should definitely contact a forensic anthropologist or archaeologist (usually in the Department of Anthropology) at a State or local university.

Exposing The Grave

One can never dig in the ground and put the dirt back exactly as nature had put it there originally. (See fig. 1.) However, through careful excavation, the original grave can be located and outlined in most cases. The grave in figure 1 was dug over

200 years ago and was quite visible prior to excavation.

Once the outline of the grave has been determined, but before the grave is dug, a larger area around the grave should be cleared. Investigate the area carefully for any items that may have inadvertently fallen around the grave at the time it was dug.

Often, items are lost in the surrounding grass or undergrowth and overlooked in haste. During the excavation of the grave, proceed with great care. Make sure that professionals and bystanders do not throw any items into the excavation or into the dirt removed from the grave. One of the authors recently participated in the investigation of a Civil War grave that had been disturbed by grave robbers.

During the reexcavation of the disturbed grave, two cigarette butts were recovered which had been discarded in the grave by the artifact seekers. Possibly, latent fingerprints and other information could be obtained from such items.

Note in figure 1 the circular outline of the grave. The left edge (A) has been marked for only about a foot along the original pit edge, but the rest of the grave outline is easily seen (B). A second grave in the background has been outlined.

It is a wise practice to photograph the excavation at various stages and include identification and direction markers. The system used in figure 2 is one developed some years ago by the Smithsonian Institution. The first



Figure 1. Outline of 200-year-old grave before being exposed by excavation.



Figure 2. Removal of dirt from the original grave pit reveals the burial place of an adult and child.



Figure 3. Leaving every bone in place while uncovering the skeleton allows for reconstruction of events surrounding the burial.

number or numbers is the alphabetical listing of the State (39 is South Dakota). The system was devised before Alaska and Hawaii were added, so they are 49 and 50, respectively. The next two letters (both capital let-

ters) indicate the county within the State (SL is Sully County), and the last number(s) indicates the site number. The F number is a feature number or a subdivision of the burial area, where there are multiple burials scat-

tered over a large area. Each burial is given a separate number. If two or more individuals are placed in a single grave, each is given a separate letter designation; i.e., B2C would indicate that in burial pit two, there were three separate individuals. In a multiple burial, the first individual to be exposed would be assigned letter A, the second B, and so forth. This may also aid in stratigraphic sequence or in determining which body was placed in the grave first and which was last. Under most conditions, the deepest burial was placed there first, and the most recent burial will be closest to the surface. In figure 2, both bodies were buried at the same time. An arrow or some indication of north should always be included, as well as the date and who did the excavation. In the illustration, a small, 4- by 6- inch menu board with removable letters was used. If something of this type is not available, the information can be written on a 3- by 5-inch or 4- by 6-inch card and placed so that it can be read from the photograph.

Excavating The Grave

With the outline of the grave determined, proceed to the removal of the dirt within the grave outline. (See fig. 2.) This is the material that had originally been removed. Under no condition should any bone or artifact be removed until the entire grave is exposed. The objective is to reconstruct the events surrounding the burial. Removing individual bones or associated artifacts would be similar to rearranging the furniture in a room where a homicide had been committed before the investigation proceeds. As the dirt is carefully removed by trowel and

"Under no condition should any bone or artifact be removed until the entire grave is exposed. The objective is to reconstruct the events surrounding the burial."

paintbrush, the bones and any associated artifacts will be found in the position in which they were originally placed. In the case illustrated in figures 1 and 2, two individuals, an adult and child, were placed in the grave at the same time. Careful excavation reveals that these two individuals were wrapped in bison robes and buried during the summer, as revealed by the presence of fly pupae in close association with the bones.¹

Interpreting Events Surrounding The Burial

When the entire grave is exposed, any associated items can be related to the skeleton. The burial position and associations can then be interpreted. (See fig. 3.) Note that there is no skull associated with the skeleton in figure 3 (letter A). The skull is usually the first bone encountered when excavating a grave; if this had been removed before the rest of the skeleton had been exposed, we would then not have been certain of its original position. The illustration is from an early American Indian grave and is proof that they occasionally beheaded individuals. There was, in this case, no evidence that the grave had been disturbed since the original burial.

But we can carry this story further. Letter B in figure 3 indicates that the left foot had been removed. The bones of the skeleton are in anatomical order, indicating the body had been placed in the ground with the flesh on it. Letter C will further show that once the body had been placed in the grave, a decision was made to cut off the right leg at the knee and ankle and turn the lower leg upside down. Note that the right patella or

kneecap is still in anatomical order. This is positive proof that mutilation of some individuals occurred. If the bones of this skeleton had been removed before the entire grave was uncovered, little or none of the reconstruction of events surrounding this burial could have been made. Cut marks on the bones surrounding the right ankle and knee, the left foot, and the neck support this interpretation.

When exposing the bones be especially careful to note any colored stains on the bones. A greenish-blue stain is caused by copper oxides and could indicate jewelry or a copper-jacketed bullet. Red or rust-colored stains are caused by iron oxidation. Look carefully for all jewelry, belt buckles, and associated items in pockets. Even though the original item may have decayed, the evidence of its original location may be determined from the stain on the bones.

Removal Of Bones

Once the burial has been exposed completely, photographs and measurements should be taken. After the burial position, head direction, body orientation, and associated artifacts have been recorded, carefully remove the bones and place them in marked bags. Using a small paintbrush, remove as much dirt from the bones as possible at the time of recovery. Since the major bones of the human skeleton are large and long, grocery bags should be used as containers. Use several bags to sack a complete skeleton—one for the skull and mandible, one for the large bones, such as the femora and tibia, and one for the small bones, such as vertebrae,

ribs, etc. This will help reduce the possibility of the small bones being crushed or broken by the larger bones. By placing the bones of each hand and foot in separate bags, their subsequent identification will be facilitated. Mark containers with waterproof ink. If graves are in wet areas, or should it rain before the bones are finally packed for removal to the laboratory, allow wet or damp bones to dry for a few hours in shade before removal; damp bones are easily broken. Allow-

"Use several bags to sack a complete skeleton. . . . This will help reduce the possibility of the small bones being crushed or broken by the larger bones."

ing bones to dry in sunlight, especially in midsummer, may cause longitudinal cracking. Keep every piece of bone. They will aid later in restoration and will increase the accuracy of subsequent analysis.

Transportation

Pack marked bags of bone carefully. If bags are packed in a carton or box, place the open end of the sacks at different ends of the box. If skeletal material is jarred out, it will then be easier to replace it in the proper sacks. Place the bones in small cartons with one or two burials to a carton. When moving a large series of bones, pack the bones in such a way that they will not shake out of bags or boxes and be lost or mixed. Never toss bones in the back of a car or truck without proper packing. Also, never pack rocks or heavy artifacts on top of bones.

Use Of Heavy Power Equipment

Any time one digs in the ground, evidence of a disturbance can be found if the excavation is performed carefully. Many times the law enforcement agent is faced with locating a grave within a large area. Various methods have been suggested.² After a body is buried for a period of time, decomposition of tissue forms various gases, such as hydrogen sulfide, hydrogen phosphide, methane, carbon dioxide, ammonia, and hydrogen. There are available today gas-sensing probes which, when inserted into the ground, give readings on the level of gases, especially methane, that aid in the determination of the presence or absence of a decomposing body.³

The usual backhoe, often used in the excavation of graves, is a very poor choice of equipment, and what information is available is likely to be destroyed. Use instead a backhoe with a *nontooth* bucket. (See fig. 4.) A careful operator can make a smooth cut, thus exposing disturbances in the soil. The use of a backhoe with a tooth blade or bucket, which is standard on most backhoes, does not leave a smooth excavation and thus should be avoided.

A much better piece of equipment that, if used properly, will allow the

Figure 4. A backhoe with a nontooth bucket leaves a smooth surface.



Figure 5. When heavy power equipment is used to locate graves, care should be taken to check carefully for soil color changes, grave outlines, and/or bones.

Figure 6. An elevating scraper is considered the best power equipment to use in locating burial places.



Figure 7. Dark circles in center outline a grave. Color change is due to water seeping deeper into the disturbed soil over the grave, while not penetrating as deeply in the undisturbed surrounding soil.



"Investigative personnel can be assured that exhumation will result in the acquisition of optimal information, when sound archeological principles are applied."

maximum amount of information to be obtained is a scraper or pan. A number of variations of this power equipment are available. A pan pushed by a dozer, as shown in figure 5, is not as good, because the dozer disturbs the smooth pattern created by the pan. A better choice is the "Elevating Scraper," in which the power to pull the scraper is in front of the pan. (See fig. 6.) After the cutter bar on the pan has passed, the only marks left on the surface are from the tires on the pan. The authors have excavated hundreds of burials with the use of this method and have perfected the technique to locate buried bodies and not disturb the skeleton itself.

"Five or six observers are needed to work with the scraper unit."

Five or six observers are needed to work with the scraper unit. As the scraper makes its cut, the observers

should check carefully for indication of previous disturbance to the soil. Either a grave outline or a change in soil color should be checked before the pan is allowed to make a deeper cut. Burials can be located by:

1. The disturbance of previously undisturbed soil. In many cases, a clear line of demarcation between the lesser disturbed soil and the undisturbed surrounding soil can be seen. In addition, probing the area with a sharp, pointed instrument—an ice pick, screwdriver, or heavy wire, for example—will reveal the soil over the grave to be softer than the surrounding soil.

2. A color change where the topsoil has been redeposited at a lower depth when covering up the grave.

3. A color change due to wetness. (See fig. 7.) When a grave is dug, the soil is disturbed and

is not replaced as compactly as nature put it there originally. Water will seep deeper into the disturbed soil. In the illustration, the grave is the dark circular area in the center which was caused by water penetrating deeper into the disturbed soil. The light areas around the edge are caused by water not having penetrated as deeply in the undisturbed soil. In arid areas like the Plains and Southwest, the vegetation over a grave is sometimes more dense or lush because the disturbed soil over the grave is looser and moisture can seep deeper in this area.

Once the grave is located by the heavy power equipment, the techniques described earlier for the removal of the graves should be followed.

When locating more recently dug graves, even as much as 5 to 10 years earlier, the suggested area should be carefully viewed from many different angles, both early in the morning and late in the evening, using the sunlight to locate slight depressions (shadow) or elevations which in many cases cannot be seen in midday. In all cases, let nature help you as much as possible.

Investigative personnel can be assured that exhumation will result in the acquisition of optimal information, when sound archeological principles are applied.

Dr. Bass



Dr. Birkby



FOOTNOTES

¹ B. Miles Gilbert and William M. Bass, "Seasonal Dating of Burials From the Presence of Fly Pupae," *American Antiquity*, Vol. 32, No. 4, pp. 534-535, October 1967.

² Masataka Imaizumi, "Locating Buried Bodies," *FBI Law Enforcement Bulletin*, Vol. 43, No. 8, pp. 2-5, August 1974.

³ *The Detection of Buried Bodies*, a study by Andermac Co., Yuba City, Calif.

Crime Prevention In Little Rock's Public Schools

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Capt. W. D. Gibson



Lt. R. B. Jones

Before considering a crime prevention program in the Little Rock, Ark., Public School system, members of the Little Rock Police Department's crime prevention unit researched all available statistical data on juvenile crimes in the Little Rock area.

It was learned that juvenile arrests had increased considerably when compared with adult arrests for the same period, from 1,251 in 1972 to over 1,862 arrests in 1974, a 34-percent increase. In addition, the reports revealed narcotic violations among juveniles accounted for 31 arrests in 1972 and 131 arrests in 1974, a 236-percent increase; larceny arrests of juveniles numbered 314 in 1972 and 664 arrests in 1974, an increase of 111 percent; and vandalism arrests of juveniles numbered 31 arrests in 1972 and 64 arrests in 1974, an increase of 102 percent.

The reports of crimes within the public schools also revealed that on a number of occasions, acts of vandalism and other juvenile crimes were not being reported by bus companies, bus drivers, or teachers because they felt no one would take any action. This indicated a lack of trust and understanding among students, teachers, principals, bus drivers, and the police department.

Although the school district had one of the most sophisticated alarm systems available, which the stu-

dents were not aware of, burglaries were steadily increasing. Statistics from the Little Rock Public Schools and school bus companies for the 1974-75 school year revealed 203 reported incidents of vandalism to school buses, costing about \$11,000. In the same school year, there were 60 burglaries at public schools and 126 calls for police service. It was also determined about 90 percent of those arrested in connection with these burglaries were, or at one time had been, students in the public school system. During the 1974-75 school year, there was also a homicide investigated in a public school. This involved a shooting between two juveniles on a school playground.

As a result of the research conducted, it was decided by the police department, in cooperation with the school board and the metropolitan chamber of commerce, to develop a crime prevention program within the Little Rock Public School system.

Before this program was implemented, the reluctance of some school authority personnel to become involved with the police department (in compiling correct and complete information about crimes committed both in the school system and on school buses which transported students to and from school) and the need to change the image of the crime prevention officer from that of an "adversary" to an "advocate" had to be overcome. This was accomplished by meetings with school officials, chamber of commerce members, concerned parents, and students. The attendees exchanged ideas and provided advice as to the goals and procedures needed to accomplish effectively the program. School officials were assured that the main purpose of the police was to assist the schools with their problems and leave the disciplining of students with the vested school authorities, except in cases of violent crimes.

After overcoming the preliminary problems, steps were taken to assign two veteran officers to the crime prevention program. They were selected on their experience in police-community relations, maturity, ability to communicate with juveniles, and ability to operate police computer terminals. (Information obtained during the program period was placed in the computer for later analysis.)

In addition, four police cadets, young men and women between the ages of 17½ to 21, who were studying to be police officers but had not reached the minimum age, were assigned to work with the veteran officers. The officers maintained close ties with other sworn personnel of the department's crime prevention unit.

The crime prevention unit established goals to instruct students of their rights and responsibilities un-



As part of the crime prevention program, an officer of the Little Rock Police Department lectures students.



Officers and principal hold informal conversation with students.

der the law; to reduce the frequency of crime within public schools and on school buses; to further the education program on narcotic abuse and the danger of using controlled substances; to train bus drivers to handle unusual occurrences; to compile adequate records of incidents happening in public schools and identify those students with antisocial behavior patterns to prevent them from becoming a criminal justice statistic; and to promote mutual understanding and cooperation among students, teachers, principals, parents, and police.

The crime prevention program began by instructing students of their rights and responsibilities under the law. This was achieved through the cooperation of the prosecuting attorney's office, Pulaski County juvenile authorities, members of the Greater Little Rock Bar Association, and the Kiwanis Club. One hundred eighty middle school children participated, representing a cross section of the population. Upon the suggestion of the public school teachers, who were asked to submit course ideas on how to effectively present the program, certificates were awarded to those students completing the program.

The program's 15-hour criminal justice course curriculum included these topics: What Is The Law? Why Do We Need Laws? How Are Laws Made? What Are The Rights and Responsibilities of Students? The Juvenile Justice System, and The Juvenile Court. In ad-

dition, a tour of the police and court buildings allowed the students to observe the police and juvenile courts in action.

Prior to attending this program, the selected students were given tests to determine how much the students knew about law and their attitude toward the law enforcement field and the law enforcement officer. The tests were monitored by the University of Arkansas' prelaw students. At the completion of the course, the same tests were again administered to the students, revealing about a 60-percent higher grade in the area of law knowledge and most importantly, a substantial attitude change in the students.

While instructing, the police officers answered the students' questions fairly and frankly during each session. About 10 to 15 minutes were set aside during each hour session to answer questions. The officers teaching the course felt that if nothing else was accomplished, the attitude change they observed was well worth the time spent.

The goal, to reduce crime within public schools and on school buses, was met in three ways. First, the crime prevention unit personnel went to 10 designated schools, spoke to the students and informed them about the alarm system and the possibility of serious harm to anyone breaking into a school. Second, stickers were placed on school buildings and windows. Third, teachers and principals were advised to conduct strict crime prevention programs for personnel charged with the responsibility of securing windows and doors after school hours. During the 1975-76 school year, incidents of burglaries of schools where stickers had been placed and the students informed of alarm systems decreased 50 percent. During the 1976-77 school year, all schools participated in the program. Burglaries at Little Rock Public Schools were reduced from 60 in the 1974-75 school year to only 35 in the 1976-77 school year, a decrease of 42 percent.

In the area of crimes and vandalism on buses, it was found that if trouble did occur on a bus it did not end when the students left the bus. It either carried over into the neighborhood or into the school. Anytime there was a serious incident on a bus, a crime prevention officer would respond directly to the school, obtain all necessary information, identify the person or persons causing the problem, and assist principals or school authorities in taking whatever action necessary to prevent a reoccurrence of the problem. (The Little Rock School Board transportation personnel's cooperation assisted the department in this program.)

If there was one major idea that the police department learned in reference to crime prevention in public

schools it is this: Community problems normally spill over into the schools and not vice versa. Most criminal and antisocial behaviors are not learned in public schools, but are a product of the student's environment.

The officers working with the bus program attempted to change the role of the police officer from an adversary to that of an advocate. During the 1974-75 school year, there were 67 reports of vandalism resulting in an \$8,000 loss, which was a reduction of about 27 percent in monetary losses and more than a 200-percent drop in reported vandalism.

Next, the crime prevention program dealt with the crime problem itself. Officers gave over 500 lectures to various levels in the school system. The officers attempted to convey to the students that most persons who commit crimes are in reality stealing from themselves and preying on weaker persons. They attempted to show that the criminal is not particular and would just as soon break into your house as your neighbor's house. Crime prevention tips were offered to the students on marking their personal items, such as bicycles and radios, and encouraged them to participate in civic programs in an effort to educate the general public on crime prevention.

To help reduce the incidents of drug abuse in school, the department cooperated with the school system and gave 160 special programs on drug abuse to students of varied age groups. Officers conducting the programs emphasized the danger of using drugs to personal health and safety, the problems that drugs create in the family environment, and the difficulties drug arrests create as far as court proceedings and future job opportunities are concerned.

Officers attempted to give frank, honest answers to questions about drug abuse. They related current statistics on the health aspects of using marihuana, and emphasized the penalties for using or possessing

Officers and the Director of Transportation for the Little Rock Public School system discuss the problems of bus vandalism with students.

drugs. During 1974, 131 juveniles were arrested for drug violations compared with 89 arrests for the same offense in 1976. This indicated a decrease of 34 percent in juvenile arrests.

In the past 2 years, the police department has participated in six driver education classes for bus drivers to train them to handle any unusual occurrence. The school board has also taken an active role in investigating and screening school bus drivers before they are allowed to become a member of the transportation team. During the 1976-77 school year, there were no major incidents reported on any of the buses transporting students to and from school.

It was noted that calls for police services increased during the crime prevention program from the 1974-75 school year to the 1976-77 year. The calls increased from 126 in the 1974-75 year to over 360 during the 1976-77 school year, which is about a 200-percent increase. At first glance, this figure might indicate a rise in trouble on school campuses; however, the increase is better explained by the fact that officers from the crime prevention unit became more involved in the school system than in previous years and that contacts with principals, teachers, students, and parents resulted in a greater level of information flow. It is also noted that during the 1976-77 school year, there were no major felony violations.

In assessing the crime prevention program, it was seen that the programs within the public schools were not the only factors in the decrease of juvenile crime, but it was felt for the first time that the Little Rock Police Department developed an efficient program in the area of prevention of juvenile crime. Juvenile crime problems are not unique to Little Rock. They are nationwide. If the police departments do not deal with the juvenile delinquent now, he may well be dealt with in the future as an adult crime statistic.

It is felt that the continuation of the program will help the department to identify potential criminals by their antisocial behavior in public schools and in turn assist the public schools in identifying the antisocial student, counseling him, and arresting him when his conduct disrupts classroom and school activities and functions.

If the youth of the country are to continue to have an opportunity for quality education, crime and violence by juveniles in schools must be controlled. The Little Rock Public School Board and the Police Department recognize that among the youth of today are the leaders of tomorrow. A project such as the crime prevention program will definitely have an impact on today's youth.





An Approach to Minority Recruitment

By
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Police agencies throughout the Nation are confronted with the seemingly monstrous responsibilities that lie within the scope of either "affirmative action" or "minority recruiting." In meeting these responsibilities most agencies react by creating an elaborate program design. This type of approach is almost doomed to failure.

In order for a police agency to design an effective plan which is basically workable and actually outlines the true purpose, scope, and direction of these programs, it must first understand the intent behind the guidelines; i.e., the laws, rules, and regulations. This understanding of affirmative action and minority recruiting will insure that the agency meets not only its own needs, but the needs of the population it serves.

Affirmative action is a guideline-oriented approach to correct employment conditions within an organization which may have discriminatory effects upon minorities and women. This approach consists of statistical evidence, outlining where the organization stands regarding the proper utilization of minorities and women, and the statements of goals, actions, and timetables to correct any deficiencies that may exist.

Recruiting is the enlistment of new personnel into an organization. When utilized within the scope of an agency's affirmative action responsibilities, it means the enlistment of minorities and women to compensate for the underutilization that exists. Compensation is directed toward making the agency's population more repre-

sentative of the population it serves, commonly referred to as minority recruiting.

Planning Objectives

The Indiana State Police found that the planning phase should be considered crucial. Management that anticipates all areas of the program will insure the program's success. The program should be written in a systematic, direct manner so that it can be followed and understood. This will also provide a recorded breakdown of the ultimate goal the department sets in measurable units for later evaluation. This program should contain the following considerations, basic precepts to any successful minority recruitment undertaking.

Research

In order that decisions regarding the individual organization's employment program be fully understood, demographic and geographic data must be analyzed. This insures the program will be designed and implemented properly throughout the general area the particular organization covers. This data forms the foundations of a recruitment program.

Also involved in the research phase of program development is the critical analysis of recruiting programs that have been implemented by similar organizations. When this data has been thoroughly analyzed, appropriate insertions or deletions should be made to your individual program.

The commitment exerted by key organizational personnel toward the

program to be implemented should be analyzed. This commitment is essential in making an organizational policy. There must be a sincere commitment reflected throughout the entire personnel process to give the program credibility.

Staffing

Before choosing certain individuals to represent the agency as recruiters, it is important to insure that all of the units in the department have full knowledge of the program. Each unit must be encouraged and expected to participate in the drive for qualified applicants. This allows every member of the agency, whether or not he/she is a recruiting agent, the opportunity to represent the department to every potential recruit.

"... the success or failure of the program will coincide directly with the selection of the personnel chosen to act as minority recruiters."

However, the success or failure of the program will coincide directly with the selection of the personnel chosen to act as minority recruiters. These "representatives" will have to project the image of the ideal officer and personify those qualities which the agency will be striving to find in every applicant. Emphasis in recruiting should not be on quantity, with the hope that out of many applicants a few good ones will be found. This is wasteful in terms of time and money, and perhaps even more harmful in

that it sours the agency's image in the minority communities where it is trying to establish a long-term positive relationship. Disgruntled applicants, first enthused and then rejected, can do the program great harm for future recruiting efforts. Emphasis, instead, should be on the qualifications of each individual applicant and the high possibility that he/she will be found acceptable.

To select recruiters who will best project a strong positive image, and be able to sense these qualities in others, specific selection criteria should be utilized. The basis used for selection should include not only the interests, ability, and willingness to participate in that unit, but should include as an absolute necessity that the recruiter be at ease with, and able to relate to, persons of ethnic minority background. Also, since the organization is recruiting candidates from a relatively young age group, the members should, whenever possible, also be young. If the agency is recruiting for uniformed personnel, the recruiter should look well in the uniform apparel and project demeanor in keeping with the image of the organization. In addition, the recruiter must be honest, able to work with little direct supervision, thoroughly familiar with the workings and inner-workings of the organization, and innovative in finding specific techniques to be used. It is also necessary to select at least one individual to work at the staff level to coordinate the entire program and insure maximum use of all resources available.

Once chosen, those specifically assigned to participate in the program should attend a specialized training program. This training should encompass not only the intricacies of the program implementation, but the sensitivity training that is necessary to successfully meet the ethnic community. During this training session it is very important that all questions

are answered. After the training session is held, initial responsibilities should be allotted to each member of the staff and the field personnel.

The individual assigned at the staff level should have the following responsibilities: (1) Assure that the program is implemented on a statewide, countywide, or citywide basis, whichever the need may be; (2) provide program research, staff work, and coordination as required; (3) assure that all organizational members and employees are aware of the existence, purpose, and necessity for the program, and solicit their active assistance in the department's efforts; (4) coordinate the development, preparation, and distribution of recruitment materials; (5) assist field personnel in identifying the minority community contacts who may be of assistance in the program implementation; and (6) develop a records and reporting system for use of field as well as staff personnel. This will enable the department to make an evaluation of the overall effectiveness of the program, and appropriate recommendations for the future direction and needs of the program.

Responsibilities at the field level should include, among others: (1) Implementation and coordination of the program in respective areas of responsibility; (2) evaluation, selection, and implementation of specific recruiting techniques to be used; (3) maintenance of a roster of personnel who participate in the program; (4) determination of appropriate minority community contacts; (5) coordination of the distribution and use of recruiting materials; (6) coordination of the use of news media recruitment advertising with the organization's public information office, and active solicitation of news media cooperation in the department's effort; (7) evaluation of the program's effectiveness within their area of assignment; (8) assistance in facilitating

the selection process; and (9) maintenance of the required records of contacts.

Since the responsibilities of recruiters include duties that are outside the realm of normal field supervisory personnel, it may be difficult for them to understand and fairly evaluate recruiters' proficiency within their job assignments. It is therefore necessary that strict attention be paid to the selection criteria used, and utilize personnel who will give the department a "day's work for a day's pay." The caliber of applicant who comes as a result of the recruiting campaign will directly relate to the caliber of person who is doing the recruiting. The number of recruiters utilized will depend in large part on the size of the organization, vacancies that exist within the organization, and the ability to reassign police personnel when there may already be a critical manpower shortage within the organization.

The field personnel who comprise the complement of recruiters are individuals, and thus their program should be an individual-type program. What works best for one may not work for another, and their programs should be flexible enough to come within the concept of management by results. However, they should remain within the realm of the program in its entirety or vary from it only with the approval of the program coordinator.

Recruiters must be able to sell their product (the organization) to those persons who in all probability will be able to compete and be accepted as a member of that organization.

Funding

Adequate funding is a necessary prerequisite to a successful recruitment campaign. But a common misconception is that the success of an affirmative action recruiting campaign is directly correlated to the amount of

money spent. Too many believe that the amount of funding is directly related to the organization's, and indeed, the community's commitment to affirmative action. However, beware of getting hooked into this type of thinking. Sound management techniques should be used in expending monies. Beware of excessive spending or having an allocated fund in excess of what can realistically be used. A department's program may be judged fiscally irresponsible if either funds have been available but not utilized, or if funds have been utilized with little return in the form of a realistic number of applicants. And, a realistic number of applicants is not necessarily measured in terms of quantity of

applicants put into the selection system initially, but in the quantity and quality of those who successfully come out of the selection system.

Initial program funding should be broken down into five areas that should be considered in every recruiting program: (1) Initial funding as the only funding an organization will receive for this program (as such, an attempt should be made to purchase the necessary materials and equipment that would enable carrying this program into the future with the least amount of financial assistance); (2) what extent paid media will play in the program and allocate those funds necessary for the achievement of this aspect of the program (it is necessary

to consider at this point, the aspect of quantity versus quality and whether or not the organization can accommodate the number of people it will receive when expending money in this area); (3) the use of outside consultants who can provide invaluable information as to services and materials available for a proper advertising campaign; (4) funding for training conferences and seminars that will enhance the success of the recruiting program, for both staff and field personnel; and (5) operational costs, such as correspondence and postage, clerical, office supplies and equipment, additional telephone lines, etc.

Approach

Many minority group members feel that their chances of obtaining employment with law enforcement agencies are predestined to failure. For this reason, the attraction of qualified ethnic minority candidates presents the most serious obstacle to be overcome by the department in the area of recruiting. If the department is un-

"Many minority group members feel that their chances of obtaining employment with law enforcement agencies are predestined to failure."

attractive as an employer, qualified minority group members will not apply. Before the department appeals to the minorities, several barriers must be eliminated. This predestined failure belief is not due to a lack of qualifying ability, but rather the result of a combination of several long-term negative social factors that alienate the minority community from law enforcement agencies. To overcome the feeling of alienation, the department must stress community service, prestige, security, and pay. Since the enforcement aspect of police work has



State trooper receives badge from Dr. Otis R. Bowen, Governor of Indiana.

become a negative stereotype in the minds of many minorities, it should not be emphasized in the recruiting campaign. However, every effort should be made to present a true and accurate picture of the conditions of employment. In recruiting minority candidates, as well as those from majority groups, stress must be placed on the qualifications necessary for the position. Failure to emphasize this

issue may result in many unqualified persons applying and later failing to gain employment, resulting in a backlash of ill will that dooms future recruiting efforts to almost certain failure.

There is also a general feeling among minorities that law enforcement agencies are not interested in employing them. Therefore they do not apply. This barrier may be over-

come only by making an active, personal, honest appeal directly to the minority community, by the use of one of the following techniques:

1. Direct contact with minority group members by recruiting representatives will probably prove to be the most effective recruiting technique available. This direct contact provides a display of personal interest that is not possible in most other recruiting techniques. Direct contact may be achieved by meeting with minority groups and individuals on a discussion basis. Invitations to meet with minority groups and individuals should be solicited by the recruiting officers through college and trade school placement departments, church, community, fraternal organizations, and any other potentially receptive groups as identified by community leaders within each minority community.

2. Soliciting referrals of potential candidates from minority community leaders will prove to be the second most worthwhile effort of the recruiting personnel. Because of their intimate knowledge of the community, minority leaders within the community are in a position to contact potential candidates and refer them to the department. The establishment of good rapport with community leaders is essential to the recruiting program. Minority leaders have become actively involved in recruiting police candidates, and have expressed appreciation for their involvement. By increasing minority leaders' involvement it is believed that they in turn will offer increased support to the department. Referrals of potential candidates that are received in this manner must be closely pursued so that affirmative feedback from the candidate will reach that leader. In this manner com-



The new badge—a proud moment in the life of every police officer and his family.

“The use of recruiting posters and information literature can be of benefit to the organization when the message has been carefully designed to be effective.”

"Finally, it's the one-on-one evaluation and appraisal which two people will make of one another which is the cornerstone of the program."

munity interest and faith in the program should remain high.

3. Contact with potential candidates by on-duty officers has been recognized as a worthwhile recruiting technique. Each organizational area should be supplied with recruiting material and application forms for this purpose. Field personnel will become aware of, and involved in, the minority recruiting effort through such individual contact. This technique serves as an excellent community relations tool, an acceptable method of recruiting candidates, and an indoctrination program for current employees.

The above techniques have proved invaluable in the recruitment of qualified candidates. They all have one thing in common, and that is individual contact with an individual recruiter. One-on-one type recruitment should be viewed in a manner similar to that of recruiting professional and college athletes: To get the best, scouts go out and seek the very best.

In addition to one-on-one type recruiting techniques, the department

may implement an advertising campaign by utilizing extensive media solicitation and the display of recruiting posters and the distribution of literature. These techniques are effective, but care must be used not to jeopardize your program by overrecruitment.

When your organization solicits an extensive media advertising campaign, it should coordinate contact with both general news media agencies and those specifically serving the various minority communities. When utilizing this technique consideration should be given to paid media versus public service media. While public service media is, of course, the least expensive type available, it should be noted that the individual media agency has complete discretion to how many times and what particular time that advertisement is given to the public. Paid media, on the other hand, affords an opportunity to select what times the individual advertisement is heard by the public. This is achieved through

the use of market surveys to which the media agencies have access. These include such information as age, sex, and ethnic composition of the audience at any given hour of a typical broadcast day.

The use of recruiting posters and information literature can be of benefit to the organization when the message has been carefully designed to be effective. It also requires little expenditure of time to put into effect. The recruiters should identify appropriate locations for the displaying of recruiting posters and literature, and arrange for that actual display. Because of semipermanent placement of recruiting posters at selected locations, a great number of persons are exposed to its message, and overrecruitment is again a hazard.

Remember, there are a few basic concepts for an agency to embrace in beginning a minority recruiting campaign. First, minority recruiting is just simply that and no more. It will ultimately fill an agency's needs in affirmative action, but in and of itself, it is a separate entity. Second, minority recruiting need not be an overwhelming task. It is *not* administratively incomprehensible—in fact, its most challenging facets lie in the face-to-face meeting which the individual recruiters initiate. Third, use good fiscal management so that results will measure up to appropriations and expenditures, looking at the long-term picture as well as the short term. Fourth, avoid the overkill. Study the population and the media which serve the population in the minority community. Finally, it's the one-on-one evaluation and appraisal which two people will make of one another which is the cornerstone of the program.®

Sgt. Ron W. Goff



**John T. Shettle
Superintendent
Indiana State Police**



Individualized Training Through Instructional Television

By

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Police agencies throughout the country are experiencing the pressures that result from understaffing through layoffs, retirements, and the flat refusal by municipalities to hire additional police.

As a result, police are spread thin trying to accomplish their traditional tasks. To compound the problem, everyday-called-for services are continually increasing. The dilemma is: How do you maintain quality and increase the quantity of service with fewer people?

Caught in the same dilemma is the police training director. Managers are reluctant to commit time to training because priorities dictate that important law enforcement tasks, such as patrol, be accommodated first. How, managers say, can they send groups of men to training when it re-

quires evacuating posts or units and leaving the public unattended? It is also a common complaint that officers' skills are being taxed to the hilt because of work overload.

Ironically, it is at the time when less manpower is available that each officer must perform more efficiently if the job is to get done. Quite a paradox! Nevertheless, reorganization and judicious use of resources are the common tools of the administrator, and more are turning to technology in one form or another to help solve today's problems.

Continuous training is necessary if the performance of police officers is to be maintained and improved. New and changing procedures and laws must be understood if we expect officers to be accountable for their actions. Given this basic premise, the

next thing to consider is how to get the job done quickly, efficiently, and economically.

"Continuous training is necessary if the performance of police officers is to be maintained and improved."

To deal with the problem, the Suffolk County Police Department implemented a new training system called D.I.I.T., an acronym for Decentralized, Individualized, Inservice Training, with the accent on *Individualized*. This new systematic approach to training reduces training time, increases learning transference, and ultimately improves personnel performance.

Instructional television (ITV) pro-

"Police agencies throughout the country are experiencing the pressures that result from understaffing through layoffs, retirements, and the flat refusal by municipalities to hire additional police."

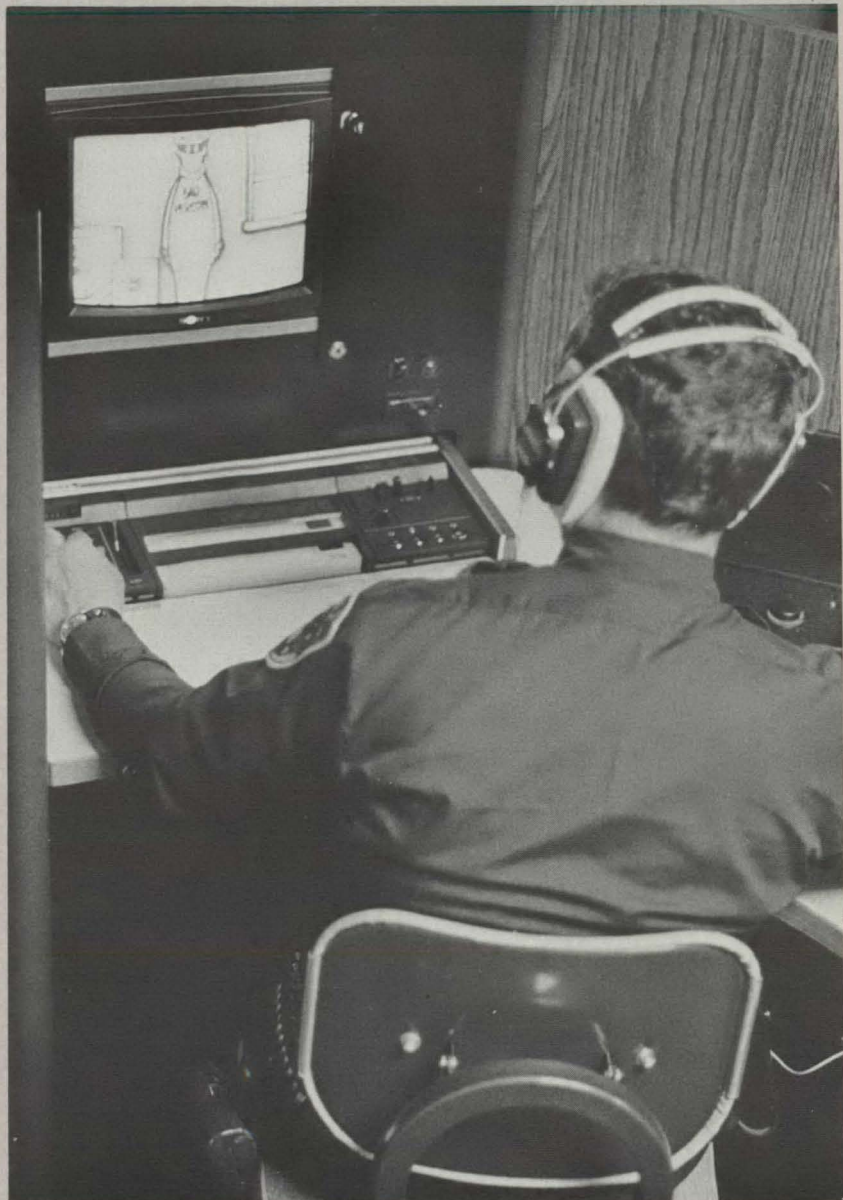
grams are the vehicles we rely upon to transfer knowledge. Our ITV programs are designed to accomplish

"Instructional television programs are the vehicles we rely upon to transfer knowledge."

specific objectives. After analyzing training needs, programs are developed that match stated objectives and tests are produced to measure the results. The D.I.I.T. System then provides the method by which we can transfer knowledge and record individual achievement.

At the heart of this individualized training system is an instructional carrel that contains video cassette playback equipment and a headset. The carrel is a desk-type configuration that is designed to give the trainee privacy with adequate writing space. Within the privacy of his carrel, the trainee is free to operate the equipment to suit his need. He can view an entire instructional program or any portion of it. He can freeze a frame to check a detail or he can repeat a segment to clarify a point. Dual audio channels also permit him to interact with some of our programs to check his progress, somewhat like programmed instruction. Some programs are designed to force the trainee to make choices by manipulating the audio channel selector to no-or-yes and true-or-false responses.

A trainee uses the two-channel audio lever to respond to a question.



The goals of the D.I.I.T. System are:

1. To Provide Self-paced Instruction. Individualized training accommodates the different learning speeds of students. Those who demonstrate an understanding of the subject matter may be returned to duty quickly and those who have difficulty can be trained to meet the standard prescribed by the department.

2. To Eliminate Scheduling Problems. The individual approach allows flexible scheduling. We no longer have to rely on having an adequate size group to schedule training. Also, the interruption of an individual's training, whether it be for court appearances, sickness, or special events, does not affect others or the trainee. If a trainee is absent or withdrawn from a session, he may begin where he left off at a convenient time.

3. To Reduce Training Time. Time

savings are accomplished through two methods. One is that pretesting will identify those who have a satisfactory level of knowledge. Those officers will be returned to duty after their marks are recorded. A 2-week advanced notice of the topics scheduled for his next training session gives the officer a chance to study the subject before a training session, if he wishes.

The second method is that the instructional television programs themselves represent a timesaver. ITV programs can transfer knowledge in about one-sixth the time it normally takes in the traditional classroom setting. This refers to knowledge transference, not skill building or affecting the trainee's attitude; they remain in the domain of instructors and supervisors. But properly prepared ITV packs a wallop in the cognitive area that few instructors can compete with.

4. To Provide a Record of Individual Achievement. This helps us iden-

tify training problems and also provides learning incentive. Those who consistently achieve have a permanent record to draw upon when they ask for lateral movement or special assignments. College credits will also be petitioned each year from the New York State Education Department to provide additional incentive for trainees. We will also be able to identify trainees who, for one reason or another, need personal training attention.

5. To Provide a Feedback System. Feedback is essential in determining real training needs. Too frequently training is dictated from above without establishing actual training needs. This system will enable line personnel to participate in training decisions.

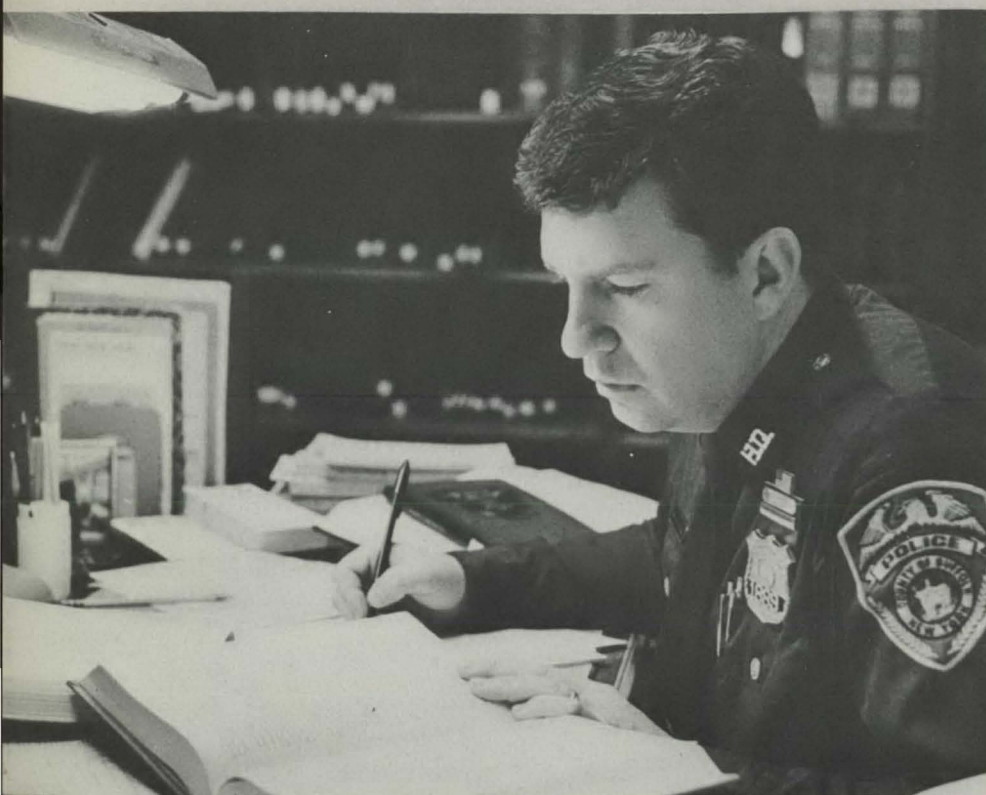
6. To Provide Specialized Training for Supervisors and Managers. By individualizing continuous training for supervisors and managers, we can eliminate the scheduling problems that precluded special training for superior officers in the past. Through ITV programs, we can now provide quality specialized training that is available from commercial and industrial libraries.

7. To Provide Opportunity for Self-enrichment. Programs are available to all personnel for use on their own time. They may arrange to view any program in the library, including supervision and management programs. Individuals may also view forthcoming programs on their own time if they prefer to score high on pretests. Our purpose is to give those who wish the opportunity to improve their knowledge. It can only lead to improved performance.

These are the goals—here's how the system works:

1. All personnel are advised of the training topics for the month through notifications that are made at least 2 weeks prior to the beginning of a

Research officer reviews a case study.





A member of the TV production team frames a scene for incorporation into the final program.

training cycle. Trainees then have the option of brushing up on topics on their own time. They are even encouraged to view forthcoming instructional TV programs on their own.

2. Training officers at the 20 decentralized training locations then begin to schedule personnel for a training session. Scheduling methods vary depending on the activities of each location. The only requirement is that each location process their total personnel within the month. The 20 locations are strategically located throughout Suffolk County. Nine are within our department's jurisdiction at the precincts, headquarters, and the academy. The other 11 locations are at other police agencies in the county which range in size from the 300-man sheriff's department to the smaller 5- to 25-man departments. In the smaller departments, the learning carrels can be found tucked away in rural courtrooms, village police stations, and townhall basements. The in-

dividual use and flexibility of the carrel's design make it convenient to install in a variety of environments.

When trainees respond to the training room, they are given a pretest on the topics scheduled. The tests are

then electronically scored to see if the trainee scores a passing grade. Standards for passing vary according to the nature of the topic. Life or death topics require a high standard of achievement.

If the trainee passes the pretest, he is finished. The officer has demonstrated his level of knowledge and can return to duty.

3. If the officer does not pass a topic, and usually there will be three topics a month, he is given a video cassette containing an instructional program and is assigned to an instructional carrel where he is able to view the program in privacy. The instructional carrel affords the trainee distraction-free viewing and equipment that enables him to completely control his viewing pace, including the repeating of program segments that will help clarify a point.

4. The trainee then takes a final test and hopefully receives a passing grade.

5. If the officer does not pass the final, he is given another opportunity to view the program and then take another test. If a student fails at this point, he is referred to the police academy where personalized training

Officer accomplishes postproduction editing with the use of the electronic editing system.



will be scheduled to help identify what obstacles may exist that prevent this student from achieving.

6. Before students leave a training session, they participate in the feedback system by answering 10 questions that are designed to identify training needs. The results of feedback returns are then computerized and become the basis for establishing priorities for forthcoming programs. This final step is a significant one that makes the system complete.

As an extra benefit, each training location keeps a copy of each month's programs, thus a minilibrary of video cassettes (electronic books) is maintained at each. The library can be used by personnel on their own time to review or verify program content, study for promotional exams, and view programs not part of the scheduled training cycle, such as management programs, specialized topics, or other subjects of interest to an individual.

It is worthy to note that the D.I.I.T. System is composed of several minisystems. For instance, the production of an ITV program is accomplished by adhering to very specific steps that insure that the finished program transfers the intended knowledge. The feedback system that enables us to identify new instructional objectives is also a minisystem within the parent D.I.I.T. System. Together, all of the minisystems insure that our decentralized, packaged training accomplishes training goals that will improve personnel performance.

Great strides have been made in producing programs that transfer knowledge. Our programs are now void of talking faces and stereotyped interviews that do little to train a viewer. That type of programing usually lacks sufficient audio and visual cues to help a trainee comprehend and retain information. Instead, 85 percent of our footage is recorded in the students' working environment.

The scenes are then brought back

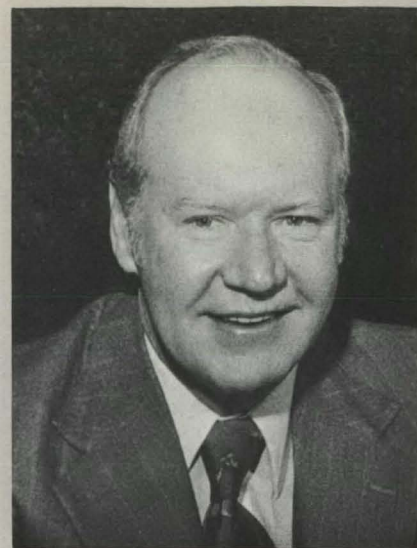


Lt. John L. Fakler

to the editing room where graphics and special effects can be blended to give the viewer a frame of reference that has impact. The technique of repetition of key points is then incorporated in each program. We also include interaction techniques, such as providing the trainees with occasional challenges to help check their progress, somewhat like programed instructions.

The finished product is an "electronic book" that provides the student with much more than the traditional written word. The cassettes come alive when they are played, and trainees no longer have to mentally visualize, as we all do, the words that flow across a page. Each trainee now sees and hears the same message, which eliminates the problem of perception differences.

The D.I.I.T. System is effective because all the components work—from the researching, developing, and producing of ITV programs to the scheduling, testing, and processing of trainees. The personnel involved have recognized that this method of training is the quickest, most accurate, interesting, and cost-effective way to improve levels of knowledge. As an added benefit, we have already de-



Donald J. Dilworth
Police Commissioner

tected improved attitudes which appear to be a result of the increased confidence a student feels as he scores well in final exams.

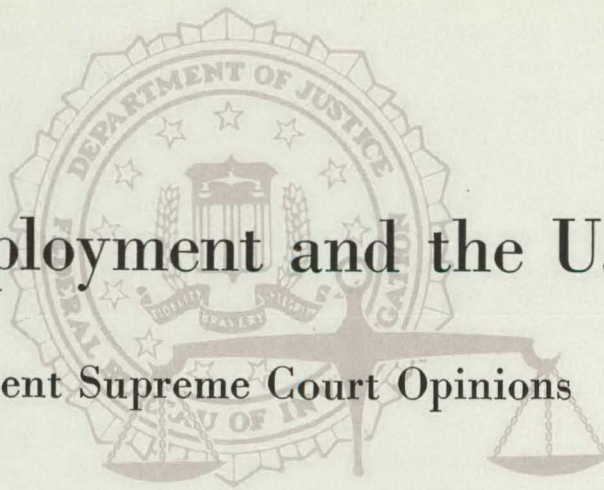
Statistics compiled during the first 3 months of this program indicate the project's goals are being realized. Considerable time has been saved by not training those with adequate levels of knowledge. Approximately one-third of the 3,000 personnel in the system are passing pretests, many admittedly because of self-study in anticipation of the training sessions.

The ITV programs are raising levels of knowledge to a significant degree. Those who view programs generally score much higher on the final exams and there are indications of increased retention, a result which will be studied during the second phase of the project.

One important result is that many topics are being covered in much less time than in the traditional classroom setting. The compact ITV messages are taking about one-sixth the time it usually takes to transfer the same knowledge in a classroom.

It is all adding up to improved police performance, at the least cost, in the least amount of time.

Public Employment and the U.S. Constitution—Recent Supreme Court Opinions



By

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(Part I)

Introduction

The oft-quoted statement made over 80 years ago by Mr. Justice Holmes that "... the petitioner may have a constitutional right to talk politics, but he has no constitutional right to be a policeman"¹ was at one time indicative of the prevailing view that public employment was a privilege and could be terminated under almost any circumstances without offending the U.S. Constitution. However, that view has been substantially undermined in recent years by a number of U.S. Supreme Court decisions which establish that public employees do enjoy certain constitutionally based protections against the termination of their employment.

One source of that protection flows from employee's interests in "property" and "liberty," which are afforded procedural protection by the due proc-

ess clauses of the 5th and 14th amendments. Essentially this means that when an employee's property or liberty interests are infringed, certain *procedures* must be followed by his employer before employment can be terminated. In addition to these pro-

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

tections, the Constitution also imposes limits on the *reasons* why an employee can be discharged. Race or religion, for example, are plainly illegitimate reasons for employment termination. There are, however, a number of closer questions concerning the extent to which an employee's substantive first amendment freedoms of speech and association may be limited. For example, when may an employee be discharged for involvement in politics or making public comments critical of his employer? Finally, the Constitution protects employees from arbitrary discharges that offend the principles of equal protection or substantive due process. Rules of conduct coming within this category of protection include grooming standards, mandatory retirement provisions, and residency requirements.

"The purpose of procedural due process is to convey to the individual a feeling that the government has dealt with him fairly and to minimize the risks of mistaken deprivations of protected interest."

A review in general terms of some recent Supreme Court decisions defining the scope of these constitutional interests and the appropriate remedies available to vindicate their infringement is necessary.

It is imperative that law enforcement administrators and personnel become more familiar with the constitutional issues involved in the termination of government employment. Frequently, the termination decision is challenged by the employee. If that challenge alleges a constitutional violation, the employee will have access to the Federal courts.² Accordingly, agency rules and regulations should be reviewed periodically by a competent legal adviser to assure they are in conformity with minimum constitutional standards. The consequences of not adhering to this suggested policy may result in costly and time-consuming litigation which is likely to be debilitating to operational efficiency, managerial confidence, and departmental morale.

It is important to note at the outset that public employees may also derive employment protection from State and Federal legislation, such as civil service, title VII of the Civil Rights Act of 1964,³ or from various grievance procedures contained in a labor contract.

However, these other protections do not affect the employee's ultimate right to challenge in Federal court on *Federal constitutional grounds* the government's decision to terminate his employment.⁴

The Constitutional Guarantee of Procedural Due Process

The Constitution provides that the

government may not deprive a person of property or liberty without due process of law. In the employment context, this basically means that fair procedures must be used where an employee's property or liberty interests are affected by termination. The purpose of procedural due process is to convey to the individual a feeling that the government has dealt with him fairly and to minimize the risks of mistaken deprivations of protected interests. A discharged employee whose property or liberty interests are not afforded the required procedural protection may demand these protections and also damages for any real and measurable injury occasioned by the denial.⁵

Property Interests

Governmental benefits, which lawyers often characterize as "entitlements," include such things as welfare, drivers' licenses, and in many instances, government jobs. These entitlements have been held by the courts to constitute property, which is protected by the Constitution.⁶ This essentially means that once an individual has a legitimate claim of entitlement to a government benefit, the individual acquires a property interest in that benefit which cannot be terminated by the government without fair procedures constitutionally mandated by the procedural due process clause.

The threshold question of whether a government job constitutes property was first decided by the Supreme Court in a pair of cases, *Board of Regents v. Roth*,⁷ and *Perry v. Sinderman*.⁸ These cases established the proposition that property interests in

employment are created by tenure or other rights to continued employment emanating from local law or custom. Thus, a probationary employee would not, in most instances, have a property interest in his job. In *Perry*, the Court interpreted property interests rather expansively by noting that even in the absence of explicit tenure provisions, an employee who relies on a clear and reasonable understanding of continued employment acquires *de facto* tenure and a property interest in that job.⁹

That definition of property, adopted by the Court in *Roth* and *Perry*, may have been modified somewhat in the recent case of *Bishop v. Wood*,¹⁰ where it was held that a North Carolina policeman with 3 years' continuous service did not have a property interest in his job. The officer was classified under a city ordinance that read as follows:

"Dismissal. A permanent employee whose work is not satisfactory over a period of time shall be notified in what way his work is deficient and what he must do if his work is to be satisfactory. If a permanent employee fails to perform work up to the standard of the classification held, or continues to be negligent, inefficient, or unfit to perform his duties, he may be dismissed by the City Manager. Any discharged employee shall be given written notice of his discharge setting forth the effective date and reasons for his discharge if he shall request such a notice."¹¹

The officer claimed a property interest in his job, citing the above ordinance and his 3 years' service, as col-

lectively entitling him under the standards of *Roth* and *Perry* to a reasonable expectation of continued employment.

In rejecting the officer's property claim, the *Bishop* Court reiterated the holdings of *Roth* and *Perry* that property interests are not created by the Constitution itself, but rather by applicable State statutes, ordinances, rules, or employment agreements.¹² Moreover, the Court observed that a Federal district judge who was familiar with North Carolina law, had previously interpreted the ordinance and applicable State law as meaning that the officer "... 'held his position at the will and pleasure of the city'." ¹³ Then without further analysis, the Court concluded that the prior district court findings were binding, and that the officer therefore had no property interest in his job.¹⁴

The ultimate significance of *Bishop* is speculative, but it does seem to reflect an approval by the Court of the notion that the ultimate control of personnel relationships belongs with State government, and that the decision by a State or local government to grant or withhold tenure is entitled to substantial deference by the Federal courts. The question of whether there is a property interest is thus dependent on the rights to continued employment that are created by State or local law.

One writer has suggested that *Bishop* undermined the entire line of job security cases which had previously been based on a federally defined property interest.¹⁵ Another writer sees *Bishop* as disturbing "... for it constitutes an abdication by the Supreme Court of its responsibility to define and apply constitutional principles."¹⁶

If the analysis reflected in those comments is accurate, a plausible explanation may be that the Court was caught in the tension between an appropriate protection for property in-

terests in public employment and the fear of opening the floodgates of litigation in Federal courts to employees claiming a property interest in their jobs.

Property Interest—What Procedures Are Required?

Once a property interest in public employment is established, the Constitution requires that the procedures for terminating the employment accord with the notion of due process. The question of what process is due con-

"Once a property interest in public employment is established, the Constitution requires that the procedures for terminating the employment accord with the notion of due process."

cerns the extent, form, and timing of the required termination procedures. In attempting to resolve the question of what process is due, courts essentially balance the interests of the government against those of the employee, which inevitably results in a tension between the legitimately competing interests of individual security and bureaucratic efficiency.¹⁷ While the quantum of required protection is flexible and varies with the particular entitlement at stake, the Supreme Court recently emphasized that a relevant factor in determining the nature of the requisite due process is "the private interest that [was] affected by the official action."¹⁸

Accordingly, considering the significant impact a decision to terminate employment often has on the affected employee, it seems that at a minimum, due process requires an administrative hearing which affords the employee an opportunity to challenge the evidence against him and have the decisional process objectively assessed by an official reasonably detached from the dispute.

Another issue relates to the question of when this hearing should be conducted. While *Roth* seemed to suggest that a full hearing would be required prior to dismissal,¹⁹ a later plurality decision in *Arnett v. Kennedy*²⁰ indicates that notice and some informal protection prior to suspension, followed within a reasonable period of time by a full evidentiary hearing, may be constitutionally sufficient. *Arnett* involved a tenured government employee who had a statutory expectancy that he would not be dismissed other than for "such cause as will promote the efficiency of the service." That same statute also provided for the procedures which were to be followed in terminating his employment, including prior notice of charges, an opportunity to submit a written statement, an opportunity for a conference with the official responsible for the dismissal, and a *posttermination* evidentiary hearing. The employee challenged the constitutionality of that statute claiming that termination of his property interest was unconstitutional unless he was afforded the due process protection of a *pretermination* hearing.

In rejecting the employee's claim and upholding the constitutionality of the statute, the Court stated that:

"[W]here the grant of a substantive right is inextricably intertwined with the limitations on the procedures which are to be employed in determining that right, a litigant in the position of the appellee must take the bitter with the sweet. . . .

* * * * *

"Here the property interest which appellee had in his employment was itself conditioned by the procedural limitations which had accompanied the grant of that interest."²¹

Thus, a property interest in employment entitles the employee to only

"The dismissal of public employees, even those with no property interests, may nevertheless involve the infringement of liberty interests, which are also protected by the due process clauses of the 5th and 14th amendments."

that degree of procedural protection set forth in the employment contract or applicable statutes or regulations. Notwithstanding the apparent constitutionality of a suspension followed by a posttermination hearing, sound managerial policy suggests that where feasible, a full hearing should be conducted before an employee is substantially disadvantaged. In that regard, the following factors should be considered:

(1) What is the social and economic impact on the employee? If suspended without pay prior to a full evidentiary hearing, could the employee pay his bills during the suspension period? How long would the employee be deprived of a source of income?

(2) Would a pretermination hearing substantially lessen the chances of an erroneous dismissal? What safeguards, such as notice and an opportunity to respond in writing, might be utilized prior to suspension?

(3) Would a full pretermination hearing unduly burden administrative efficiency? Would failure to immediately suspend an employee considered to be unfit create an unreasonable hazard to community safety and subject administrators and agencies to potential civil liability based on claims of negligent retention? If an employee were suspended with pay and the dismissal was subsequently upheld at the hearing, what difficulties would the government face in recovering the salary which was paid in the interim?

Administrators should carefully weigh these factors and be prepared to document for the court the reasons why certain procedures were used in the termination process.

Liberty Interests

The dismissal of public employees, even those with no property interests, may nevertheless involve the infringement of liberty interests, which are also protected by the due process clauses of the 5th and 14th amendments.²² In a general sense, the Supreme Court has defined "liberty" as the right of an individual to enjoy those privileges long recognized as essential to the orderly pursuit of happiness by free men.²³ More specifically, with respect to public employment, liberty is not offended by dismissal itself, but rather by the reasons for dismissal which either: (1) Damage the employee's good name, reputation, honor, or integrity; or (2) sufficiently stigmatize the employee thereby foreclosing other employment opportunities.²⁴ Traditionally, courts have considered dismissals resulting in either of these conditions as an infringement of liberty which requires procedural protection.

However, that interpretation of liberty may have been narrowed somewhat by several recent Supreme Court opinions. For example, in *Paul v. Davis*,²⁵ it was held that reputation alone, apart from a more tangible interest such as employment, is not protected by the concept of liberty.²⁶ The Court seemed to emphasize that an essential ingredient of a liberty interest claim is the demonstration of some real and measurable injury.²⁷ Thus, a

dismissed employee seeking procedural protection for a liberty interest may now have to demonstrate that his dismissal not only damaged his reputation, but was also stigmatizing and foreclosed other employment opportunities.

In another case, the Court ruled that a policeman's liberty interests had not been damaged by dismissal without a hearing because his department had not made any public disclosure of the reasons for the discharge.²⁸

Moreover, in *Codd v. Velger*,²⁹ a probationary police officer with no property interest was summarily dismissed without notice, reasons, or a hearing. The officer nonetheless alleged a deprivation of liberty, claiming that derogatory material in his personnel file disseminated to other agencies had stigmatized him and prevented him from securing and keeping other employment.

The Supreme Court ruled that the officer's liberty interests had not been offended because the accuracy of the information disseminated by the employer had not been contested by the officer.³⁰ The Court reasoned that because the sole purpose of a name-clearing hearing is to afford an employee the opportunity to refute stigmatizing information, no purpose would be served by requiring such a hearing in instances where the employee has not contested the substantial accuracy of the information.

Collectively, these cases seem to reflect a narrowing of the liberty protection in public employment, and an apparent consensus that liberty is not infringed if dismissal occurs under any of the following circumstances:

(1) Where the reasons for dismissal are accurate and not disputed by the employee.

(2) Where the reasons for dismissal (whether accurate or not) are not disclosed outside the employing agency.

(3) Where the reasons for dismissal may damage the employee's reputation but not to the extent of foreclosing other employment opportunities.

Liberty Interests—What Procedures Are Required?

When a liberty interest is in fact implicated by termination, the Constitution mandates that certain procedural protection be afforded. In deciding the appropriate content of that protection, *Roth* stated that due process requires: (1) Notice of the reasons for dismissal; and (2) a hearing at which the employee is afforded an opportunity to clear his name.³¹ The specific form and timing of these procedures depend largely on an appropriate accommodation of the competing interests of government and employee³² and a weighing of factors similar to those previously discussed vis-a-vis the process due property interests.

At a minimum, however, an employee being discharged under circumstances which may affect liberty interests should be provided adequate notice of the reasons for dismissal and a fair opportunity to challenge those reasons. Moreover, if there is a question as to the accuracy of the reasons relied upon by the employer, an internal inquiry should be conducted to insure accuracy prior to any dissemination of that information to outside agencies.

Procedural Due Process—Summary

A traceable theme in recent proce-

dural due process cases has been the apparent reluctance of the Supreme Court to involve the Federal judiciary in the multitude of daily personnel decisions of government, absent some significant constitutional injury. Accordingly, to avoid costly and time-consuming litigation, administrators should carefully formulate policy that is both operationally efficient and fair to employees. In this regard, the following suggestions are offered as guidance in the development of that policy:

(1) Supervisors should confer with employees regarding performance. Deficiencies should be explained and sufficient time, if feasible, should be allowed for the employee to take corrective action.

(2) Retraining or reassignment should be considered as possible alternatives to dismissal.

(3) If termination appears justified, the employee should receive notice and an adequate explanation of the reasons.

(4) An opportunity to challenge those reasons for dismissal at an objectively conducted administrative hearing should be provided, regardless of an employee's status.

(5) Complete documentation of the above steps, including any reports of supervisors or other employees concerning the level of an employee's performance, should be maintained.

The foregoing discussion focused on the *procedures* that are constitutionally required in certain cases of employment termination. In addition to these protections, the Constitution also limits the *reasons* that may be utilized by employers in discharging or substantially disciplining public employees, whether they are tenured or not. Those constitutional

limitations on public employment will be discussed in part II.

(Continued Next Month)

FOOTNOTES

¹ *McAuliffe v. New Bedford*, 155 Mass. 216, 220 (1892).

² Employees of State government or any unit of State government can sue their employers under 42 U.S.C. § 1983 (1970). The Federal courts are authorized to hear such cases by 28 U.S.C. § 1343 (1970). Federal employees have a similar right to sue, derived from *Bivens v. Six Unknown Agents*, 403 U.S. 388 (1971). Federal courts are authorized to hear suits by Federal employees by 28 U.S.C. § 1331 (1976).

³ 42 U.S.C. § 2000e—2000e-17 (Supp. I, 1972), amending 42 U.S.C. § 2000e—2000e-17 (1970).

⁴ It seems clear that collective bargaining statutes or agreements entered into between the government as employer and a government employee cannot override vested employee rights. For example, see *Alexander v. Gardner-Denver Co.*, 415 U.S. 36 (1974) where the Court ruled that employees retain their rights and remedies under title VII regardless of the terms of applicable collective bargaining agreements.

⁵ *Carey v. Piphus*, 46 LW 4224 (3/21/78).

⁶ See, e.g., *Perry v. Sinderman*, 408 U.S. 593 (1972); *Bell v. Burson*, 402 U.S. 535 (1971); *Goldberg v. Kelly*, 397 U.S. 254 (1970).

⁷ 408 U.S. 564 (1972).

⁸ 408 U.S. 593 (1972).

⁹ 408 U.S. at 599-601.

¹⁰ 48 L. Ed. 2d 684 (1976).

¹¹ *Id.* at n. 6.

¹² *Id.* at 690.

¹³ *Id.* at 691.

¹⁴ *Id.* at n. 14.

¹⁵ See Rabin, *Job Security and Due Process: Monitoring Administrative Discretion Through a Reasons Requirement*, 44 U. Chi. L. Rev. 60 (1976); see also, Rosenbloom, *Current Constitutional Approach to Public Employment*, 23 Kan. L. Rev. 249 (1975).

¹⁶ See Lowy, *Constitutional Limitations on the Dismissal of Public Employees*, 43 Brooklyn L. Rev. 1 (1976).

¹⁷ *Goldberg v. Kelly*, 397 U.S. 254 (1970).

¹⁸ *Mathews v. Eldridge*, 424 U.S. 319, 335 (1976). Recent cases underscore the notion that due process is flexible and mandates only those procedural protections demanded by the facts of a particular situation. See *Morrissey v. Brewer*, 408 U.S. 471 (1972); *Cafeteria Workers v. McElroy*, 367 U.S. 886 (1961).

¹⁹ 408 U.S. at 570, n. 7.

²⁰ 416 U.S. 134, 155-157 (1974).

²¹ *Id.* at 135-145, 155.

²² The due process clause also forbids deprivations of liberty. "Where a person's good name, reputation, honor, or integrity is at stake because of what the government is doing to him," the minimal requirements of the clause must be satisfied. *Wisconsin v. Constantineau*, 400 U.S. 433, 437 (1971).

²³ *Arnett v. Kennedy*, 416 U.S. at 157.

²⁴ *Id.*

²⁵ 424 U.S. 693 (1976).

²⁶ *Id.* at 701.

²⁷ *Id.* (see cases cited at 701-708).

²⁸ *Bishop v. Bood*, 48 L. Ed. 2d at 692.

²⁹ 51 L. Ed. 2d 92 (1977).

³⁰ *Id.* at 96.

³¹ 408 U.S. at 573, n. 12.

³² See, e.g., *Goss v. Lopez*, 419 U.S. 565, 579 (1974).

WANTED BY THE FBI



Photograph taken 1972.

Photographs taken 1968.

ARTHUR HUMPHREYS, JR., also known as Arthur Humphries, Arthur Humphrey, Junior Humphryes, Arthur Humphrys, and Robert Arthur Thompson.

Unlawful interstate flight to avoid confinement—Murder

The Crime

Humphreys escaped June 13, 1973, while serving a 99-year term for the murder of a store owner who was shot to death during an armed robbery.

A Federal warrant was issued on November 13, 1973, at Nashville, Tenn., for Humphreys' arrest, charging him with unlawful interstate flight to avoid confinement for the crime of murder.

Description

Age----- 42, born Mar. 31, 1936, Memphis, Tenn.
Height----- 6 feet 2 inches.
Weight----- 197 pounds.
Build----- Medium.
Hair----- Black.
Eyes----- Brown.
Complexion-- Medium.
Race----- Negro.
Nationality-- American.
Occupations-- Cook, laborer, machine operator, painter, press op-

erator, steelworker.

Scars and marks----- Scar on right side of forehead, scar under and over left eye, scar middle of right leg.

Social Security No. used----- 413-48-9074.

FBI No.----- 605,544 D.

Fingerprint Classification:
17 O 29 W MOM 18

O 18 U OOI

NCIC Classification:
POP17PM18PO1517PI16



Left index fingerprint.

Caution

Humphreys, who is believed to be armed, is being sought as an escapee from custody. Consider him to be armed, dangerous, and an escape risk.

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.

FBI LAW ENFORCEMENT BULLETIN

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WASHINGTON, D.C. 20535

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(Address)		
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(City)	(State)	(Zip Code)

Burglar's Buddy



*COP Earle W. Robitaille
S.R. Balloch, ID Officer
Scientific Investigation Bureau
Huntington Beach, CA*

Recently, detectives of the Huntington Beach, Calif., Police Department arrested a burglary suspect who had in his possession a small, home-made device (shown above), which could be used to turn burglary alarm key switches and open vending machines. Metal pins inserted in the splines of a machined shaft can be manipulated to adapt to the type of lock under attack.

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

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INTERESTING PATTERN



The pattern appearing above is very unusual because of its peculiar ridge configuration. It consists of a combination of a whorl over a loop and is, therefore, classified as an accidental whorl with an inner tracing.