

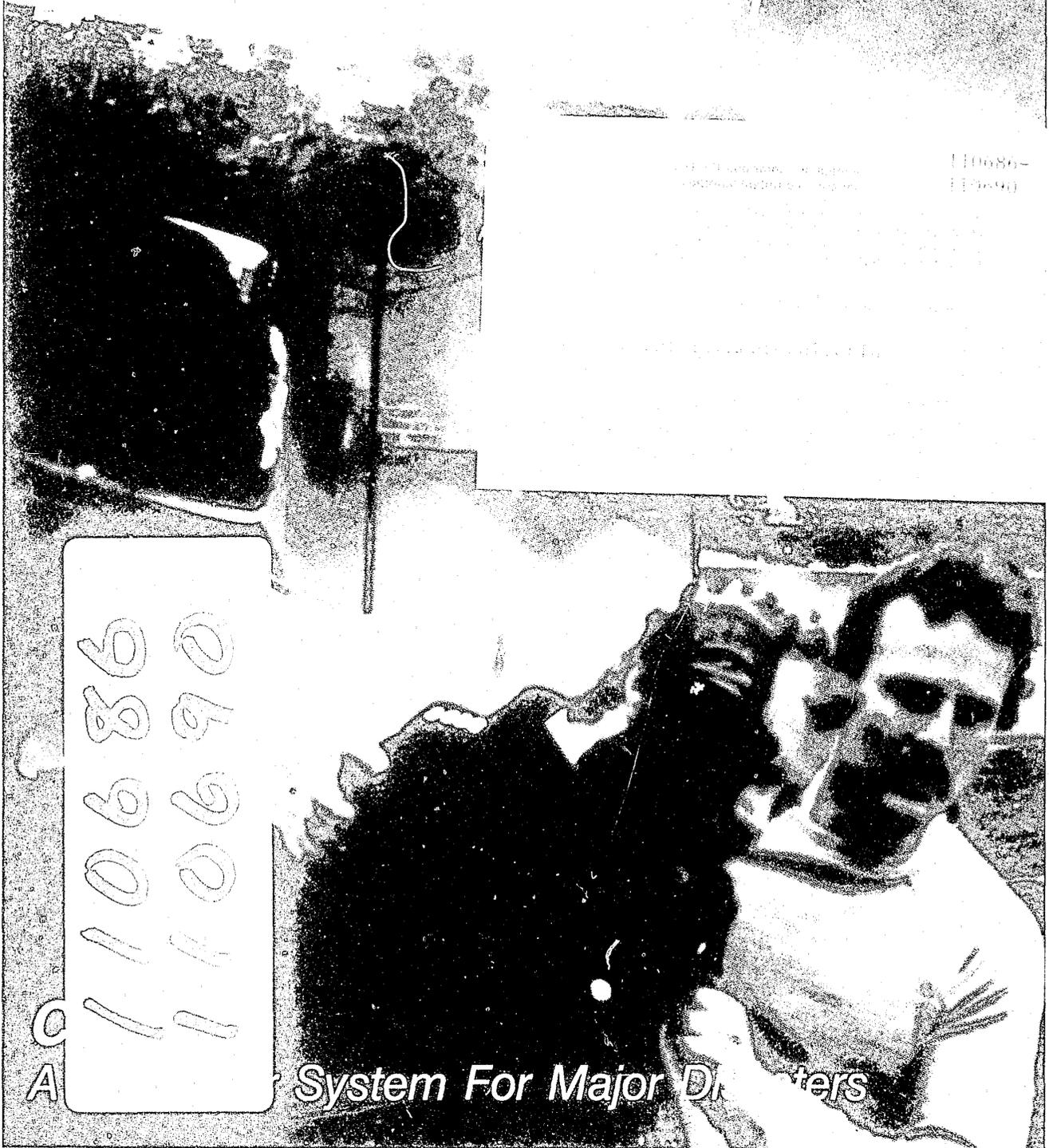
# FBI

April 1988

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System For Major Disasters



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## ACQUISITIONS

# FBI

## Law Enforcement Bulletin

United States Department of Justice  
Federal Bureau of Investigation  
Washington, DC 20535

William S. Sessions, Director

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### The Cover:

The May 11, 1985, fire disaster at England's Bradford City football ground prompted the creation of the CRISIS computer system. (See article p. 8).

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## Director's Message

May 1988, is the 27th anniversary of President John F. Kennedy's approval of the law designating May 15 as Peace Officers Memorial Day. The words at Gettysburg of another eloquent, and assassinated, President are appropriate to honor "those who gave their lives that this nation might live."

President Kennedy's predecessor, Dwight D. Eisenhower, had established May 1 as Law Day 3 years before. While the theme of the 1988 Law Day is "legal literacy," one of the purposes of Law Day is to recognize the "support. . . [of] those. . . persons charged with law enforcement." In the decade 1977 to 1986, the FBI's Uniform Crime Reporting system has recorded 875 law enforcement officers feloniously killed. While law enforcement has reduced the 1979 high of 106 officers killed to a new low of 66 officers killed in 1986, this is still an unacceptable number, both in terms of the human tragedy involved and in sheer economics.

It is the duty, and the even greater moral obligation, of every law enforcement chief executive to see that the officers in his or her command have the very best training and equipment available to protect themselves in potentially deadly situations. Two of my predecessors, William H. Webster and Clarence M. Kelley, recognized and advocated the use of ballistic vests and training in night use of firearms. "The decline in officers killed is partially a result of technology, the development of Kevlar, the ballistic fiber used in soft body armor," according to FBI Director Webster, writing in this journal. Ten years before, Director Kelley pointed out that nighttime "and dimly lit situations predominate the encounters that prove fatal to law enforcement personnel." For this reason, the FBI then placed greater emphasis on training for these potentially dangerous nighttime encounters.

The loss of 875 officers in a decade is, and should be, sobering to every citizen. This represents more peace officers than all but the largest

communities in this country have on their rolls—it is just under the size of the largest police department in Virginia, for example.

The man who led the FBI's efforts to successfully end the gangster era's bloody reign of terror, J. Edgar Hoover, noted in one of the first Law Day messages, "The effectiveness of law is measured by the fairness, determination, and courage with which it is enforced. . . . Our society demands of the peace officer spotless integrity, uncommon bravery, and constant devotion to duty. It is fitting that Americans pause during the year to acknowledge a debt of gratitude to those who have been faithful to their trust."

It is also fitting that the law enforcement community, represented by 15 law enforcement organizations ranging from the International Association of Chiefs of Police and the National Sheriffs' Association to the Fraternal Order of Police and the National Organization of Black Law Enforcement Executives, has organized the National Law Enforcement Officers Memorial Fund to build a memorial to the thousands of officers who have given their lives to protect their fellow citizens since our Nation began.

I wholeheartedly support this memorial. As I said at the recent dedication of the FBI's Hall of Honor for fallen Special Agents, ". . . they could have chosen professions that paid far more, demanded much less, and presented few dangers. Instead they chose to carry the badge . . . and accepted the responsibility to do their duty." The same words of tribute apply to every peace officer in this land of ours built on the rule of law.



William S. Sessions  
Director

# ***Law Enforcement Administration Yesterday—Today—Tomorrow***

***“... the present-day top law enforcement administrator is thinking ahead, moving with the times, and is sensitive to the changing role of the law enforcement agency in the community.”***

By  
JAMES H. EARLE, Ph.D.  
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Over the past 2 centuries, the United States has changed from a rural, economically concentric society to a Nation characterized by diverse social, economic, and political units. Some of the institutions upon which society must depend for order and continuity have not been able to keep pace with the changes. The law enforcement system, in particular, is struggling to keep abreast of the present, while trying to determine what the needs of the future will be and how they can best be met.

Law enforcement personnel agree that tomorrow's law enforcement administrator (LEA) will be operating in a highly charged, complex environment. Factors such as rising crime rates, increased population, social unrest, more sophisticated crimes, and accelerated administrative costs will challenge the LEA to reexamine traditional police methodologies and management techniques. The administrator will be held accountable for much greater efficiency, productivity, and effectiveness.

The law enforcement administrator will have to discard the role of “top cop” and become a true chief executive officer (CEO), with responsibilities paral-

leling those of top corporate management officials. To those responsibilities, however, will be added a task not shared by business executives—the burden of maintaining order in the community.

In the past, and even today, law enforcement administrators have tended to play “administrative catch up.” They have reacted to problems rather than anticipating them. This is a luxury they will no longer be able to afford. The 21st-century administrator will have to be a forecaster and long-range planner in order to run a professional department. No longer will he or she be able to function in a response mode. It will be critical to be ahead of events if the department is to function effectively.

To make this shift in focus, the LEA will have to change attitudes toward the requirements for being a top management official. In the past, the conventional wisdom has decreed that experience as a police officer was the major criterion for assignment to top law enforcement positions. This no longer holds true. A top administrator will, of course, build on the foundation



Special Agent Earle

of solid law enforcement experience, but education and specialized training in modern managerial skills and techniques must be added to this experiential base.

The President's Commission on Law Enforcement and Administration of Justice Report of 1967 cited critical areas of competence managers should possess. These were management by objectives, planning, programming and budgeting systems, operation research, and information systems. This knowledge was considered the minimal acceptable level of management expertise for anyone assuming a key position in law enforcement.

Are present-day law enforcement administrators responding to this challenge to grow from a responder to a predictor and planner? To investigate this question, the writer conducted a study in 1979 in which top law enforcement administrators in communities of over 250,000, with 300 or more sworn officers, were surveyed and asked to rank their current managerial problems and to predict what the major managerial problems would be during the next decade.

In the 1979 study, 120 administrators were sent questionnaires; 85 were completed, a very good rate of return of 71 percent. The demographic distribution of the respondents is presented in figure 1.

Each participant was asked to respond to a 57-item, 6-section questionnaire. A five-point rating scale, ranging from "very important" to "not at all important," was used. Results were summarized in rank order tables using the percentage of highest response to determine the rank order. Participants

were asked specifically to rate the importance of 11 managerial factors in terms of (1) their importance in the LEA's current responsibilities, (2) their probable importance to an LEA in the next decade, and (3) what knowledge and skills they believed the LEA of the future should possess.

In the 1979 study, the top five current management/administrative problems faced by respondents were:

- 1) Determining policy and program priorities (62.4%),
- 2) Administering the budget (56.5%),
- 3) Maintaining effective community relations (52.9%),
- 4) Developing effective working relations with elected or appointed public officials (e.g., police commissions, city managers, and city councils) (50.5%),
- 5) Establishing and administering personnel systems and procedures, including recruitment selection, training, and discipline of key employees (47.1%).

The respondents predicted the major future problems would be:

- 1) Administering the budget (69.4%),
- 2) Maintaining effective community relations (68.2%),
- 3) Determining policy and program priorities (62.4%),
- 4) Developing effective working relationships with elected or appointed officials (50.6%) and negotiating with employee unions and other employee groups (50.6%),

***"The problems law enforcement administrators are meeting today are the ones they predicted they would be facing less than a decade ago."***

- 5) Establishing and administering personnel systems and procedures, including recruitment selection, training, and discipline of key employees (44.7%).

The 1979 responses suggested that LEA's did not perceive their current management problems to be temporal in nature, but were fundamental problems which would loom even larger in the future. The top-ranked problems remained the same, although their position in the rank order changed slightly and there was a tie for fourth place. Although policy and program priorities dropped from first place in the current 1979 rank to third place in the future rank, it maintained the same percentile rating of 62.4 percent.

The attention of the LEA's was focused on relationships, with maintain-

ing effective community relations a major concern. This was a plus for the administrators and their predictive abilities, inasmuch as current professional observers of the field of law enforcement consider the law enforcement agency's relationship with the community to be the single most important element of law enforcement administration in the future. Participants concluded that the problems they faced today would not change with time, but that their focus might be different.

The purpose of the 1987 study, therefore, was to determine how accurate the LEA's predictions were and what changes in importance, if any, occurred as a result of the passage of time.

In the followup study, those 85 departments which responded in the 1979

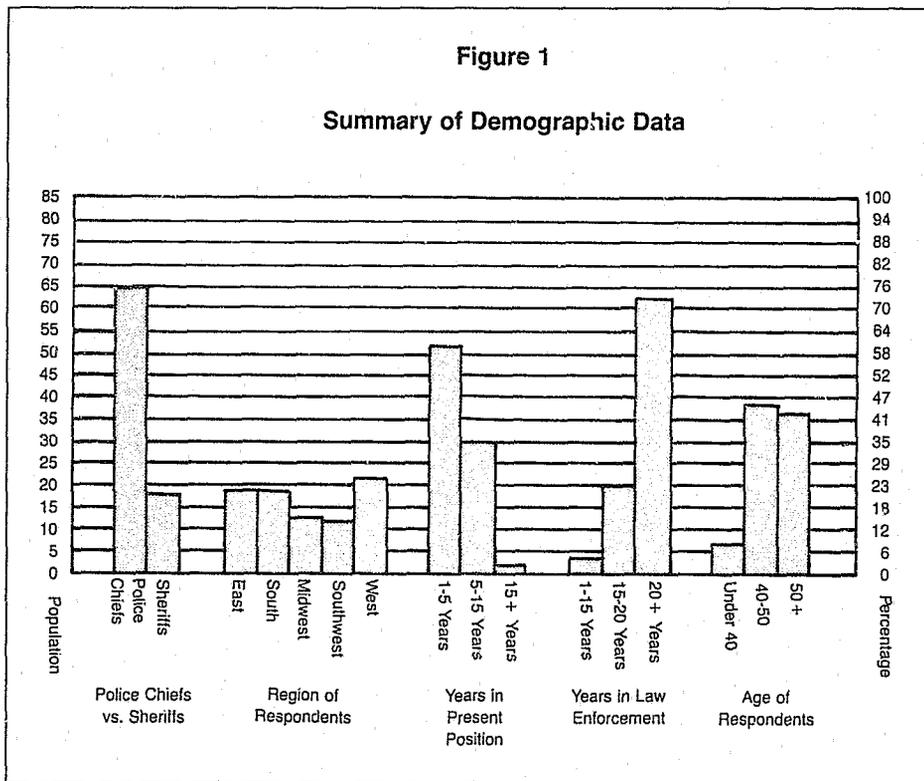
survey were again surveyed. The response to this questionnaire was 70, an 82-percent rate of return.

For the second study, the participants were sent questionnaires with the same factors and rating options that were in the first survey. In the second study, however, the sections on knowledge and skills were omitted. It was believed that if the results of the second study paralleled those of the first study, the data obtained from the original responses as to knowledge and skills would be valid for the second study. If, however, the results were markedly different, a separate, followup study of the knowledge and skills required would be conducted using the new base information. Essentially, however, the purpose of the second study was to determine how accurate the LEA's predictions were and what changes in importance, if any, occurred as a result of the passage of time.

As evidenced by the 1979 study, law enforcement administrators did not foresee any changes in the types of problems they were facing over the next decade. The result of the second study confirm this assessment.

In the current study, regardless of a factor's final rank order placement, every management factor listed was ascribed a degree of importance by at least 92 percent of the respondents. While the comparison presented in this article is limited to the five factors which garnered the highest number of "very important" ratings (no. 5), it should be noted that a large percentage of responses centered on the "important" and "moderately important" ratings (nos. 3 and 4). For example, factor 1 (which ranked 11th overall) in the 1979 rank order of responses (fig. 2) had a

**Figure 1**  
**Summary of Demographic Data**

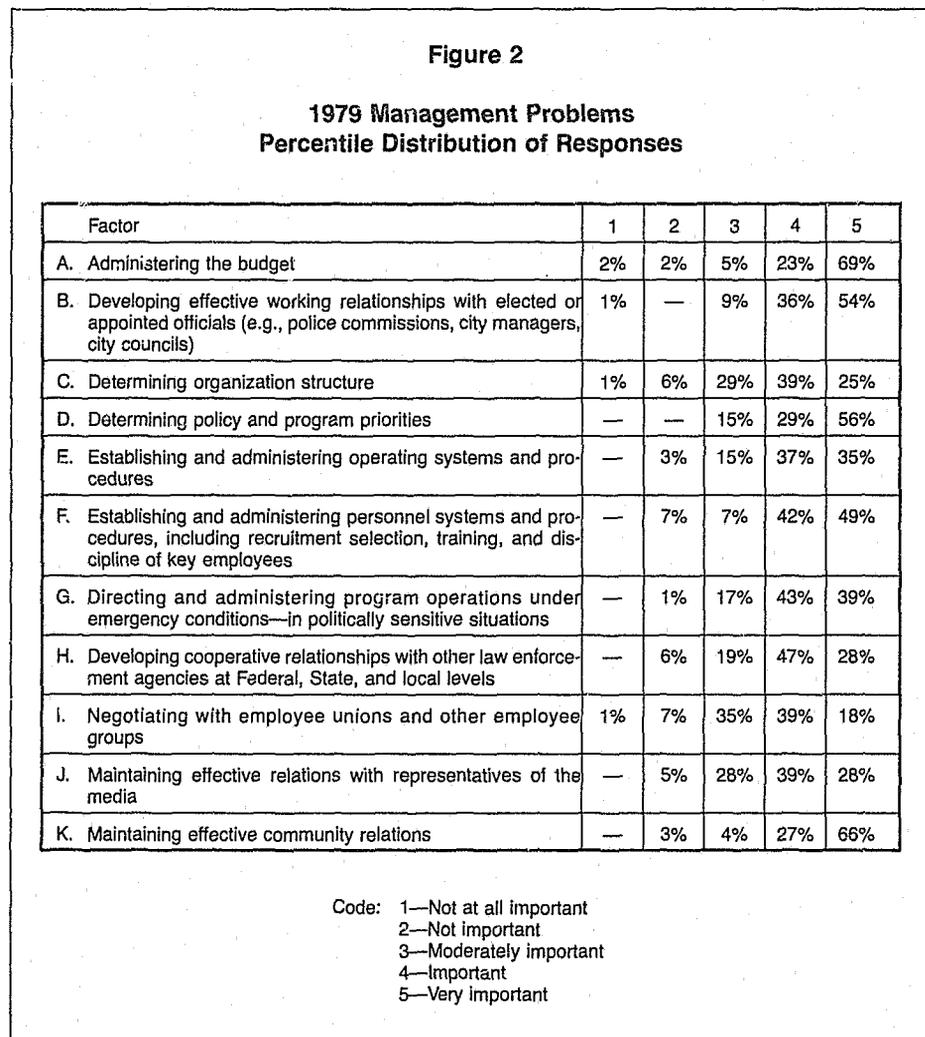


combined strength of 74 percent in ratings 3 and 4, although only 18% gave it a 5 rating. Therefore, it is important to remember that even if a factor did not make the top five in importance, it usually had a relatively high percentile average in the 3 and 4 ratings.

The five top rated factors in 1987 were practically the same as those rated in 1979. (See fig. 3.) There was a slight shift in position for policy/program priorities and official relations and personnel systems, but it was so slight as to be insignificant. The only change from the predicted future problems of 1979 was the negotiating with employee unions which was not ranked as high in the current survey. However, establishing and administering personnel systems was listed in all rankings, and it is conceivable that some of the concern for union negotiations was included in that category. Additionally, a comparison of the rank order of factors in 1979 with those of the 1987 study shows a shift of only 1 or 2 positions in the lower half of the rank order. The problems law enforcement administrators are meeting today are the ones they predicted they would be facing less than a decade ago. They also predict that they will continue to be facing these same problems in the future, although perhaps in a different societal climate.

In addition to the problems presented in the questionnaire, the respondents were asked for comments and/or to list additional problems not covered in the survey.

One administrator rated EVERY factor at the 5 level—very important—and returned the survey with an item-by-item analysis describing the reasons behind the rating. This respondent remarked, "The force views the foregoing administrative/managerial concerns as



key building blocks for our future development as an efficient and effective police force, and thus, the future importance attached them is expected to remain unchanged."

In another instance where the respondent had listed "administering the budget" at the 3 level—moderately important—his comment was, "It should

be noted that the makeup of the department budget and control over it are political administrative endeavors controlled by special sections of the city government, not the police department. From the managerial aspect of running the operations of a police department, this is not desirable, but nevertheless, it is the historical practice." It should be

**“... current LEA's believe the role of tomorrow's chief law enforcement administrator will be complex and challenging.”**

noted that this officer elevated his responses to the factors of official relationships, organization structure, policy priorities, and administering operating systems and procedures to top ratings, an assessment consistent with his problems with the budget as noted in his comment. Certainly, in such a situation, it would be necessary to apply the highest level management skills to the resolution of difficulties between other departments and the police department.

Other respondents commented on how the special situations would influence which factors would be most important, e.g., a force whose major police activities center on drug traffic would have different priorities from one whose problems center on offenses such as burglary, assault, gang violence, etc.

There was a clear consensus, however, that the factors presented in the study were true problems, representative of all types and levels of law

enforcement administration. There was no evidence presented that the LEA's did not recognize that their roles require top-level management education and experience.

One interesting result of the 1979 study was the very sophisticated assessment of the LEA's as to the knowledge and skills that would be required of them at that time and in the future. Inasmuch as that knowledge and those skills were directly related to the 1979 response—answers which have been confirmed in the present study—they are valid as accompaniments the current results.

Respondents placed a great deal of emphasis on acquiring knowledge in the relationships that govern society. They believed they needed to understand the political climate in which they worked, have knowledge of legal responsibility, understand causes of major urban problems, and have knowledge of theories of human behavior and knowledge of values underlying the behavior of people in urban situations and of their institutions. They recognized the need to know the principles of financial management, principles of governmental planning, policy analysis, and personnel administration, including labor negotiations.

At the skill level, they placed great emphasis on acquiring skills in assessing community needs, handling interpersonal relations, problem solving and planning, delegation of authority, and understanding minority, disadvantaged, and culturally distinctive groups. While they recognized the need for technical skills, such as systems design, written communications, job analysis, and operations analysis, it appeared from the low ratings given these technical items (and from the comments) that they be-

**Figure 3**

**1987 Management Problems  
Percentile Distribution of Responses**

Factor	1	2	3	4	5
A. Administering the budget	1+%	1+%	1+%	18%	77%
B. Developing effective working relationships with elected or appointed officials (e.g., police commissions, city managers, city councils)	1%	—	5%	40%	54%
C. Determining organization structure	4%	3%	28%	42%	23%
D. Determining policy and program priorities	—	—	11%	41%	48%
E. Establishing and administering operating systems and procedures	1+%	1+%	25%	40%	32%
F. Establishing and administering personnel systems and procedures, including recruitment selection, training, and discipline of key employees	—	—	9%	42%	49%
G. Directing and administering program operations under emergency conditions—in politically sensitive situations	—	3%	18%	43%	36%
H. Developing cooperative relationships with other law enforcement agencies at Federal, State, and local levels	—	5%	21%	46%	28%
I. Negotiating with employee unions and other employee groups	1+%	1+%	30%	38%	29%
J. Maintaining effective relations with representatives of the media	—	1%	24%	38%	37%
K. Maintaining effective community relations	—	1%	8%	25%	66%

Code: 1—Not at all important  
2—Not important  
3—Moderately important  
4—Important  
5—Very important

## Book Review

lieved the day-to-day handling of such matters would be a staff function. They were aware, however, of the need to understand the fundamental principles of these technical functions. They concluded, however, that a top law enforcement administrator should be much more concerned with the larger issues of community effectiveness and human relations, plus the efficient management of the department.

It is the belief of the writer that these perceptions, set forth 8 years ago and confirmed in 1987, show clearly that the present-day top law enforcement administrator is thinking ahead, moving with the times, and is sensitive to the changing role of the law enforcement agency in the community.

In the original study, one of the respondents observed, "Executives must be developed whose minds are able to think in terms of the future, able to synthesize great amounts of data, make decisions of complex matters, have broad, even national, perspectives, and be able to see the organization as a whole as it exists within society."

The information obtained in both studies has shown that current LEA's believe the role of tomorrow's chief law enforcement administrator will be complex and challenging. They stressed that new demands will be placed on these administrators from the communities which they serve and the environment in which they work. The chief LEA will become a manager of a varied and demanding organization, one which will call upon all the knowledge and skills that he or she can muster.

FBI

*Kelley: The Story of an FBI Director* by Clarence M. Kelley and James Kirkpatrick Davis Andrews, McMeel & Parker, publisher, 4900 Main Street, Kansas City, MO 64112 \$17.95, 315 pages.

A career FBI executive who modernized the Kansas City, MO, Police Department as chief, and then led the FBI at its most tumultuous time, tells his story of police and law enforcement professionalism.

As the foreword by former Attorney General Elliot L. Richardson notes, one of the most important facets of Kelley's leadership of the Kansas City Police Department and of the Federal Bureau of Investigation was the man's character. In the 1960's, police departments around the Nation were wracked with corruption, not the grafts from vice enforcement of earlier years, but outright lawlessness in the form of burglary rings.

Strong, incorruptible leadership was required at the top, for only by example could police leadership set the tone for any department. Kelley had this character, installed in him in childhood and reinforced by two decades of service as an FBI Agent. It served him well in Kansas City. But, as important were two other characteristics: Kelley's willingness to innovate and his style of participatory management. He brought all three character traits to the FBI as successor to J. Edgar Hoover as Director and reshaped the FBI in important ways.

Kelley's record as Chief of Police in Kansas City in the 1960's was evi-

dence of the new trends in law enforcement professionalism that have become standard two decades later. Innovative use of technology, including computers and helicopters, enlightened treatment of minorities, including minority recruitment into the department, and more advanced training of on-board personnel. Cooperation with the Police Foundation in the landmark Kansas City Preventive Patrol experiment again presaged the future of police professionalism.

Kelley again brought his integrity, commitment to participatory management, and willingness to innovate to his leadership of the FBI and was able to restore the morale of this agency, shaken as it was by the disclosures of abuses of power that characterized the last years of J. Edgar Hoover's tenure. His book provides an historical perspective on the FBI and the last years of the Nixon administration. Probably his most important contribution to FBI organization was the establishment of innovative investigative priorities for an organization that had depended on fines, savings, and recoveries statistics for many years to justify its existence to the Congress and to the American people.

Kelley started the FBI on the road to recovering its reputation as the finest investigative organization in the world. Students of law enforcement history will be grateful for Kelley's frank, but self-effacing account of his years in law enforcement.

SA Thomas J. Deakin, J.D.