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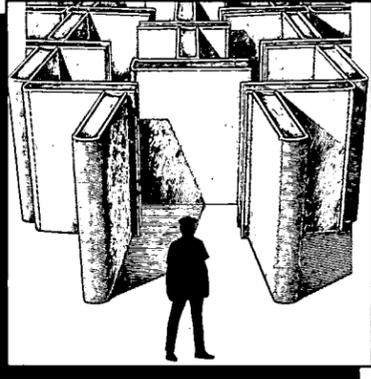
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The Yardies

England's Emerging Crime Problem



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William S. Sessions, Director

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Maggie Owens



The Yardies *England's Emerging Crime Problem*

By
ROY A. C. RAMM

In January 1988, the British press published accounts that portrayed an upsurge in Jamaican-based crime and the emergence of an organized crime group within the United Kingdom described as "The Yardies" or the "Black Mafia." Shortly thereafter, Scotland Yard initiated an inquiry to identify the elements of Jamaican organized crime, if it existed.

Unfortunately, disturbing information came to light as a result of this inquiry. Distinct similarities existed between what was beginning to take place with regard to organized crime in the United Kingdom and what had been happening in the United States for some time. The inquiry identified a picture of ethnically based crime that was not only growing but was also

occurring in areas where policing is often difficult and dangerous.

An Historical Perspective

During the 1950s, while England was enjoying a post-war economic boom, the British Government encouraged immigration to the country to fill existing job vacancies. As a result, many Afro-Caribbeans immigrated in search of

a better standard of living. They mostly found unskilled employment, and because wages were low, sought cheap housing in the run down, inner-city areas. When the country's economic fortunes changed, many in this new work force were among the first to feel the recession. Second-generation Caribbeans, in particular, found it difficult to match achievements with aspirations.

Within the low-income, Afro-Caribbean communities of London, crime is not unlike that found in many major American cities. Living in poor-quality housing—often public or “project” housing—the people comprise a disproportionately high ratio of the unemployed. Violence, usually drug related, continually plagues residents.

Over the years, police relations with residents of these communities have often been strained, and on occasion, violently confrontational.

Policing ethnically sensitive and volatile areas was difficult and demanding, although considerable progress was made in developing the citizenry's trust in law enforcement.

However, the relationship between law enforcement and low-income, ethnic communities deteriorated rapidly when a new influx of immigrants arrived in the United Kingdom during the late 1970s. Unlike those who preceded them, these immigrants did not adhere to a Christian work ethic, nor did they come seeking a better life. Rather, they came as criminals, often fugitives, to earn money from crime. Gradually, these “Yardies”¹ distinguished themselves from the local communities.

Yardie Profile

Yardies are generally single males between the ages of 18 and 35. They are usually unemployed, often by choice, although some will

claim to be involved in the music business as singers, musicians, record producers or promoters, or disc jockeys when challenged. Although determining the nationality of those who arrive is difficult, Jamaica is by far the predominant country of origin. Entering the country as tourists or to “visit relatives,” Yardies usually assume false identities and carry forged credentials. Many have criminal convictions or are wanted by the police. Because they are known only by their street names to their associates, they are extremely difficult to identify. Some even travel on false or fraudulently obtained British passports.

Pattern of Immigration

The United Kingdom became an attractive destination for Yardies because of its long-standing association with its former colonies in the Caribbean. Both share a common language and many cultural, social, sporting, and religious values—factors upon which legitimate immigration is built.

Unfortunately, with the immigration of convicted criminals and fugitives, a criminal infrastructure arose within the community that is hostile toward the police and provides a refuge for fugitives. Clubs, bars, and house parties that tend to imitate Jamaican street life provide the venues for crime.

Even though Yardies find support in these established ethnic communities, the United Kingdom is not the destination of choice for them; that honor is bestowed on the United States. However, as Jamaican violence and drug traf-



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Law enforcement agencies must ensure that Jamaican crime groups do not find a niche in society....
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Detective Chief Superintendent Ramm is assigned to Scotland Yard's International and Organized Crime Branch, London, England.

ficking has grown, U.S. immigration authorities and other Federal agencies have become aware of the dangers posed by Jamaican gangs. The United States has made it increasingly difficult for Jamaican criminals to gain entry into the country; consequently, they have been forced to look elsewhere, particularly to the United Kingdom. In many cases, though, Britain has simply become the staging point for entry into the United States on fraudulently obtained British passports.

Yardies and Drugs

Once in the United Kingdom, the Yardies who assimilate into the community usually become involved in drug-related crime. Such crime is primarily introspective, that is, it is the community itself that is damaged the most. Drug sales are made predominantly to other residents; violence, usually drug related, is directed toward those who live there. Inevitably, and no doubt as a direct economic necessity, the crime spills over into other areas of the community with burglary and robbery being committed outside the defined areas to fund drug abuse.

In many ways, the cultural strengths of the Afro-Caribbean communities are being debased and abused as vehicles for serious crime. Organized Jamaican reggae parties are used frequently to conduct drug transactions. International travel by couriers and traffickers is masked behind the "international culture of music." Nonauthorized radio stations are prolific advertisers of

musical events where drugs are distributed.

The traditional use of marijuana has given way to cocaine and "crack cocaine." Here, the methods of production and distribution of drugs emulates those of U.S. inner cities. Heavily armored doors, alarmed and protected by locks and

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grills, define the perimeters of drug houses. The use of pagers and mobile phones are common among the dealers. Yet, the greatest concern is the increasing use of firearms.

Firearms in the United Kingdom

For the most part, British police are unarmed. Also, access to firearms by the general public is strictly controlled. In comparison with the United States, shooting incidents are rare.

The most common criminal use of firearms is during an armed robbery, although discharge of the weapon rarely occurs. For example, in 1987, shots were fired in only 79 of the 18,102 robbery cases recorded by the Metropolitan Police Force in London. Of the 685 homicides in England and Wales in 1987, firearms were used in only 13 percent of the killings, although this percentage is distorted by the fact that one man shot 16 people.

Unfortunately, there is a greater willingness among Jamaican drug dealers to settle disputes with a firearm. The fatal shooting of "Yardie Ron" on the streets of a busy London suburb during the course of dispute involving drugs evidences this fact. Eight shots were fired from three different

weapons, an occurrence totally alien to the United Kingdom. In some areas where the unarmed British bobby has struggled to gain the confidence of the community, some Yardies routinely wear guns as macho displays.

Yardie Organized Crime

It is difficult to determine by the intelligence gathered whether Yardie or Jamaican crime is organized and comparable to other crime groups like the La Cosa Nostra. Yet, one key element of organized crime—providing illegal goods or services—is clearly evident in Jamaican crime groups. Without question, these groups are involved in supplying marijuana, cocaine, and to a certain extent, prostitutes. They also use force and violence, but here is where the analysis becomes more complex.

Traditionally, organized crime has been perceived to rely on corrupt public officials to maintain its

monopoly. Yet, Jamaican crime groups do not have a monopoly, or anything approaching it. Nor is there any substantial evidence of them being involved in public corruption or the criminal infiltration of existing organizations, such as unions or businesses. There is also no evidence of any intent to establish quasi-legitimate corporations as "fronts" for criminal activities.

By far, the most vexing questions are those of leadership and group structure. Jamaican crime in the United Kingdom does not have a select group of senior figures controlling a complex, criminal pyramid. Rather, Jamaican crime groups have relatively small, flat organizational structures. The rise to the top is a relatively short step for anyone with access to drugs and the willingness to use force. In most cases, the "top man" not only imports the drugs but is also personally involved in street dealings.

Occasional conflicts between groups are manifested in street violence, but for the most part, groups support each other. In fact, it is not uncommon for members to belong to more than one group. Groups are not durable and frequently break up and reorganize. The dynamics of the groups are chaotic; the only common denominator is the ethnic origin of the members.

Police Response

The lifestyles and cultural traits of those involved in Jamaican crime groups increase the danger

to public order. Members show limited aspirations for material gains; their loyalty is to the streets and the so-called "front lines." One effect of this loyalty is that those who are perceived by their peers to be successful in crime are constantly providing role models for youngsters just becoming involved in crime.

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Structuring an approach to combat these disparate, mobile targets is particularly difficult, especially since the police do not want to be denounced as racist and oppressive on one hand or oversensitive and ineffective on the other. One successful approach is multiagency operations based on carefully researched intelligence, coupled with a sensitivity to cultural issues. Also, immigration officers experienced in Afro-Caribbean affairs are essential components of operations to determine true identities.

Planning and intelligence gathering must take into account the mobility of the Jamaican criminal, the "transferable culture," and the nature of the offenses. International intelligence indices will often reveal

true identities and outstanding arrest warrants. Checks of these indices have revealed that many suspects in the United Kingdom are also wanted for serious offenses in the United States and Jamaica, including homicides.

Exchange of intelligence information has identified those who frequently travel across the Atlantic and who are currently suspected of crimes on both sides. In one instance, a Jamaican crime figure was denied entry into the United Kingdom as a result of information obtained from a New York law enforcement agency. The individual had a narcotics conviction under an assumed alias.

Conclusion

Law enforcement agencies must ensure that Jamaican crime groups do not find a niche in society, either by accident or design. For the most part, group members who move constantly from one jurisdiction to another do not fall into tidy categories law enforcement agencies tend to create. Early recognition of minor characters can prevent their elevation to positions of power within their respective organizations. Only through intelligence analysis can today's foot soldiers be prevented from becoming tomorrow's generals.

LEB

Footnote

1 The term "Yardie" is a moniker given by the Jamaican people themselves to someone recently arrived in the United Kingdom from Jamaica, which is referred to as the "back yard" (meaning back home).

Latent Shoeprint Analysis



Photo courtesy of the Illinois State Police

For decades, fingerprints have provided investigators invaluable clues to establish the identity of criminals. Yet, another type of print impression that could be just as valuable has been widely overlooked. Latent shoe prints exist in almost all interior crime scenes but are often ignored by investigators or destroyed by initial responders before the prints could be processed.

Latent shoe prints are impressions of shoe treads left by an individual on a surface. While these prints cannot be seen by the naked eye, they can be revealed using standard fingerprint powders. Although investigators routinely search for visible shoe prints on

interior surfaces and shoe impressions in exterior crime scenes, they often overlook the existence of latent shoe prints.

Like fingerprints, latent shoe prints can be used to place a suspect at a crime scene. Though each shoe manufacturer produces hundreds of various styles of footwear with the same tread design, these identical prints quickly become unique through the owner's use. Wear will vary depending on individual walking styles and contact with different surfaces. Any scratch, nick or cut will result in points of comparison, making the shoe "one of a kind."

Most casual shoes have rubberized soles that, when exposed

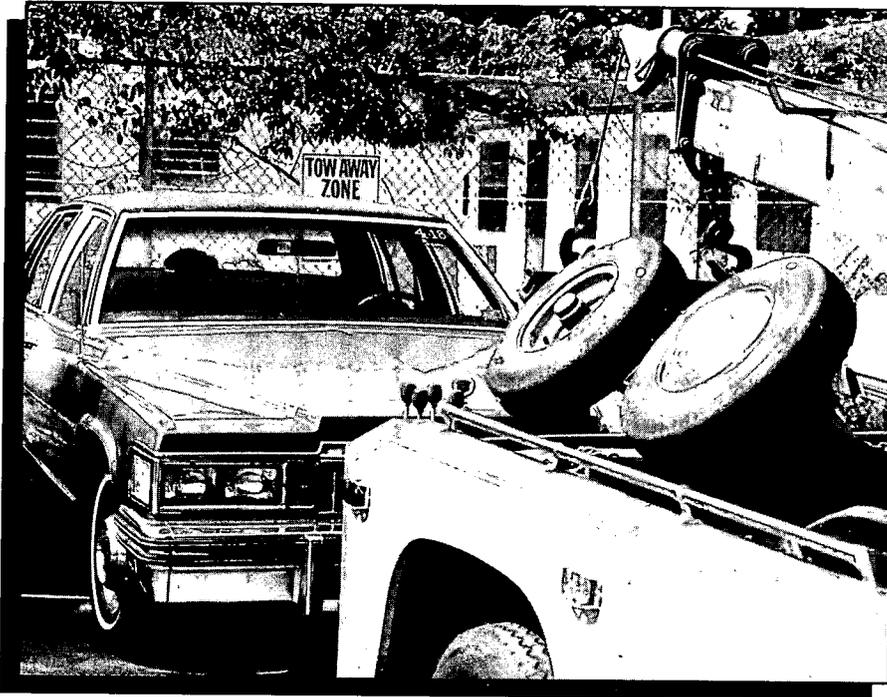
to light amounts of moisture, react in a way similar to a finger leaving its mark on a surface. Vinyl linoleum, smooth tile, and painted floors provide the best surfaces for recovery of latent shoe prints.

Many of the same factors that are involved in lifting fingerprints are to be considered in recovering latent shoe prints. The surface must be smooth enough to reveal the characteristics of the soles. Temperature and weather conditions must be conducive to preservation of the impressions. And, like fingerprints, latent shoe prints are fragile and can be damaged if further contact is made after the print is placed. They can be easily altered or destroyed by first responders and curious bystanders; therefore, it is important to carefully secure the crime scene if recovery of the prints is to be successful.

Latent shoe prints have not been widely used in crime scene investigations. Although recovery of the prints depends on several unpredictable variables, they may yield valuable information and, therefore, should be considered a viable option for investigators.

LEB

Information for this column was provided by Dwain A. Pierce, Criminalistics Specialist, Police Department, Knoxville, Tennessee.



Towing Companies Friends Or Foes?

By
MICHAEL C. GILLO

Law enforcement uses towing companies extensively. Usually, these companies are under contract awarded through a bidding process. This gives the company exclusive rights to do all towing for individual agencies. In metropolitan areas, a company

could be responsible for towing up to 100 vehicles a day. The fee for each tow, plus storage charges, generates large amounts of revenue.

Unfortunately, once a towing company has temporary legal possession of a vehicle, many law enforcement agencies believe their

responsibility ceases, except for the prosecution of the offender. When a towing company removes a vehicle at the direction of a law enforcement agency, it acts as an instrument of that agency. It gains lawful, though temporary, possession of the vehicle. However, if left unchecked, an unscrupulous towing company might use this temporary possession to gain permanent title to the vehicle illegally. Once this happens, the company can sell it and realize a bigger profit apart from tow/storage fees.

Even when State statutes regulate and procedurally establish guidelines for towing companies when disposing of vehicles, there is opportunity for abuse and criminal activity. This became evident during an investigation of one towing company in Broward County, Florida. Based on an informant's tip, the Florida Department of Law Enforcement (FDLE) initiated an investigation that subsequently identified schemes enabling this company to circumvent the law. This towing company obtained new titles and sold the vehicles while hiding behind the very laws that granted it the right to recoup service fees.

Background

The State of Florida enacted legislation enabling towing companies to recoup losses when there was little hope of recovering from owners the towing and storage fees incurred. When passed, the Towing

and Recovery Association of America (TRAA) hailed the statute as "...one of the best in the Nation." The law clearly defines the mandates to which towing and storage companies should adhere when disposing of vehicles. Strictly regulatory in nature, the law specifically outlines a set procedure to follow for the legal disposition of motor vehicles that fall under its purview. However, since the responsibility for monitoring these statutory procedures does not fall within a specific agency, there is no checks-and-balance system to ensure compliance to the statute.

Schemes and Ploys

The intricate schemes and ploys detected during this investigation served as the basis by which to gain illegal financial profits on a large scale. Such schemes revolve around obtaining vehicles legally and then disposing of them through unscrupulous and illegal methods.

During its investigation, the Department of Law Enforcement identified several ways by which the unscrupulous towing operator gains possession of towed vehicles. For example, after being towed to the storage compound, the towing operator routinely searches the vehicle for a title, bill of sale, or other documentation that would allow the company to identify the owner/lien holder. If a lien cannot be satisfied or eliminated, the towing operator simply sells the vehicle at auction as a "parts car."

If the identity of the owner cannot be determined or the owner cannot be found, the towing com-

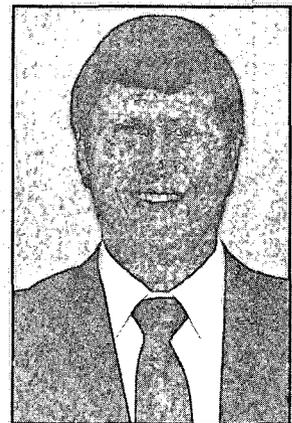
pany initiates a lien process in order to sell the vehicle at public auction for costs incurred. Usually, little or no effort is made to find or notify the owner. Then, if left unclaimed, the vehicle can be retitled as "unknown" and later sold privately.

Under the provisions of the Florida statute, a towing operator must sell a vehicle at public auction. The statute also stipulates that the selling agent may keep only enough money from the sale of the vehicle to pay for the tow/storage charges incurred. The remainder of the amount collected is to be forwarded to the clerk of the court's registry to be held in escrow. However, a towing operator can record a lesser dollar amount than the actual sale price of the vehicle. By misrepresenting the sale price, the towing company retains more of the money collected.

Further, a towing company also may falsify documentation intentionally to the Florida Department of Highway Safety and Motor Vehicles (DHSMV) regarding the actual sale price of a vehicle. The company falsifies documentation so that it does not have to pay the proper sales tax. Or, a bill of sale, which is necessary to gain legal possession, can be falsified. One method is to contact the last registered owner—but not the current owner—to sign a bill of sale. Or more simply, the operator forges the signature of the registered owner or lien holder. In any case, with a bill of sale, the unscrupulous towing company processes a vehicle through the State's motor vehicle system without question.

Another technique is to submit records showing that a vehicle offered at auction did not sell. This allows the towing company to claim

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*Mr. Gillo is an investigator with the
Broward County State Attorney's Office
in Ft. Lauderdale, Florida.*

Police Practices

the vehicle for towing and storage fees. The vehicle can then be retitled and sold privately. Many times, the vehicle does not reach the auction block. Instead, the operator sells the vehicle before the auction date.

A towing company also may purposefully falsify the extent of damage incurred by a vehicle or the charges for towing and storage to insurance companies and lien holders. This gives the appearance that the vehicle has little value. This way, the towing company obtains clear title to the vehicle and can sell it at its discretion.

On some vehicles, where a clear title cannot be obtained, the vehicle identification number (VIN) of another vehicle of the same make and model is used to gain title. Also, towed vehicles that do not have a VIN identifier may be given a VIN from a wrecked vehicle of the same make and model, thereby laying the groundwork to claim the vehicle.

The Findings

The investigation referenced in the beginning of this article was conducted jointly by the FDLE, a city police department, a local State Attorney's Office, the Florida DHSMV, the Department of Revenue, and the Florida Attorney General's Office. It revealed that no safeguards are directly in place to oversee the disposition of towed vehicles.

This particular investigation resulted in the arrest of owners of a towing company and eight current or former employees on approximately 250 felony charges ranging from Racketeer Influenced and Corrupt Organizations Statute (RICO) violations, dealing in stolen

property, grand theft, falsifying title applications, and sales tax violations. The Department of Revenue levied \$789,000 in assessments and fines. The Attorney General's Office filed civil RICO actions on several parcels of property used by the towing company, and the city police department seized nine wreckers valued at approximately \$20,000 each. Seven defendants pled guilty; three went to trial. Of these three, one defendant was acquitted, another had the charges dismissed during the trial, and the third was convicted of 10 felonies.

Conclusion

As a result of the investigation, the FDLE met with members of the Towing and Recovery Association of America and the Professional Wrecker Operations of Florida to rectify loopholes and encourage cooperation between law enforcement and the towing industry. Discussions have also been held to propose better legislation regarding a checks-and-balance system regulating towing operations.

However, the best safeguard against unscrupulous operators is the police agency that enters into a contract with a towing company. Police departments should not develop a false sense of security with the towing company. Agencies should evaluate the type of relationship they have with their towing companies, or a review of the towing company's operations may be in order. In any regard, departments should consider whether the towing company they employ or enter into a contract with is "a friend or foe."

LEB

The Nelson-Denny Experiment

The Arizona Law Enforcement Training Academy (ALETA) provides statewide law enforcement basic training to officers who have no other basic training available to them. Over 100 agencies train their cadets at ALETA.

The Problem

A major problem encountered at the academy was the large number of academic failures among minority police recruits, especially Native Americans. One of the critical areas in which the trainees were deficient was reading comprehension, which impacted on their ability to read and understand material from the required reading list.

The Solution

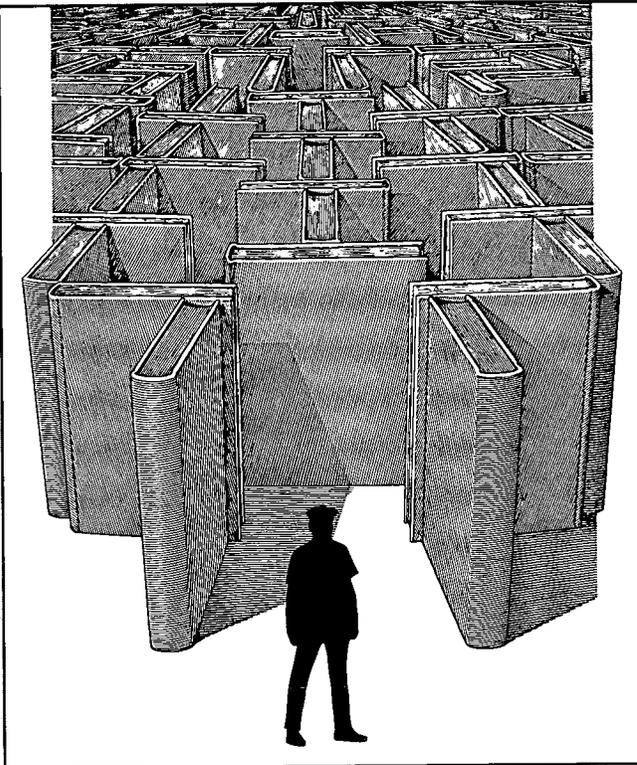
To address the problem, at the outset of basic training, the Nelson-Denny Reading Test was administered to the recruits in order to determine their individual reading comprehension level. The test has been standardized and validated with a primary purpose of providing a trustworthy ranking of a student's ability in reading comprehension, vocabulary development, and reading rate—the three most important skills in the reading process.

In addition to being standardized and valid, the Nelson-Denny Reading Test has a simple format, is administered easily, can be graded quickly by converting answer sheets to a computer Scantron grading process, and is equated to a public school grade level range of 3.6 to 16.9. Total administration time is less than 45 minutes. Forms of the test can be used interchangeably as a pretest and post-test to measure the recruits' growth in vocabulary and comprehension.

Pretest scores showed that Native Americans, Hispanics, and blacks usually scored in the low grade levels (5 to 11), while the majority of the non-minorities scored in the higher levels (12 to 16.9). In an effort to improve minority reading levels, it was decided to have recruits with high comprehension levels tutor those with lower comprehension levels. After the pretest was administered during orientation, the cadet classes, which ranged in size from 40 to 50 recruits, were divided into four squads of 10 or more recruits. The high Nelson-Denny scorers were assigned to tutor (or be a mentor to) the low scorers throughout the 12 weeks of training. This concept was facilitated by assigning a pair as roommates in the dormitories, whenever possible.

The Results

The results of the Nelson-Denny experiment were immediate



and dramatic. The academic failure rate among minorities fell from around 80 to 85% to below 15%. Overall academic failures of all ethnic classes fell from 20% to 10%, excluding terminations due to physical training deficiencies or resignations.

After a minimum of 300 recruits had been tested for a statistical base, a grade level of 10.9 was determined to be critical for success in the basic training. Thus, a police recruit with a Nelson-Denny grade level below 10.9 would experience

academic difficulties at ALETA. The critical grade level proved to be extremely accurate with each new recruit class.

The Nelson-Denny Reading Test has gained statewide acceptance as a pre-employment screening instrument once the 10.9 grade level was identified as critical for success. On September 1, 1989, the Arizona Law Enforcement Officers Advisory Council made it a requirement that all certified basic training academies in Arizona administer a reading test, with the recommendation that the Nelson-Denny Reading Test be used.

And while the test should never be the sole determinant of success in police basic training, it can be a screening device, in conjunction with other test results, for pre-employment screening of a police applicant, if properly used.

LEB

Information for this column was submitted by Lt. Samuel T. Ragland of the Arizona Law Enforcement Training Academy, Tucson, Arizona.

We apologize to Capt. Gary Hindman of the Salina, Kansas, Police Department for not crediting him with the information provided for the K-9 Kards for Kids Police Practices submission, which appeared in the April 1990, issue.

Submissions for the **Police Practices** column should be submitted to Kathy Sulewski, Managing Editor, *FBI Law Enforcement Bulletin*, Room 7262, 10th & Pennsylvania Ave., NW, Washington, DC 20535.

Facility Planning in Colorado

Form vs. Function



BY
JAMES D. MUNGER
and
EDWARD SPIVEY, Ph.D.

What determines the manner in which a police department operates—form or function? Surprisingly, this question appears in any number of contexts in any department—policy formulation, equipment selection, values orientation, or the design of the training curriculum. Whatever the case, the form/function issue influences decisively the nature of the organization and the agency's mission and goals.

The Colorado Springs, Colorado, Police Department wrestled with this form/function question during the past few years in a number of ways, but particularly with regard to police facilities.

This article will discuss how this police department recognized the relationship between its physical accommodations and its role in the community and how the department has been changed in the process. Of course, this process is not unique to this department, but examining it may help other agencies involved in self-assessment and future planning.

The Problem

Until the end of World War II, Colorado Springs was a rather sleepy, small town whose major claims to fame were its spectacular setting and its reputation as a health resort. But, the establishment of

the police department. Leasing and occupying portions of several city-owned structures gained additional space in a piecemeal fashion.

The physical fragmentation of the police department caused problems in communications and led to diffused supervisory responsibilities. At this time, form determined function. As a result, "turf" issues began to interfere with operational effectiveness, while the department's operating budget eroded because duplicate equipment needed to be purchased or additional support personnel had to be hired for units in remote locations.

By the early 1980s, it became clear that organizational effectiveness could only be preserved by adequate facilities. The relocation of patrol services in temporary facilities on opposite sides of town alleviated the most pressing problems. This made it possible to reallocate office and parking space at headquarters. Patrol officers and sergeants were moved to the two "outpost" stations but continued to report to a single command structure at headquarters.

Administrators recognized that this fragmentation posed organizational problems. Numerous attempts were made to reorganize the existing facilities and to redefine operational responsibilities more functionally. Planning for new facilities continued, and by 1984, the department was committed to the construction of permanent patrol substations. Up to this point, any recommended changes were

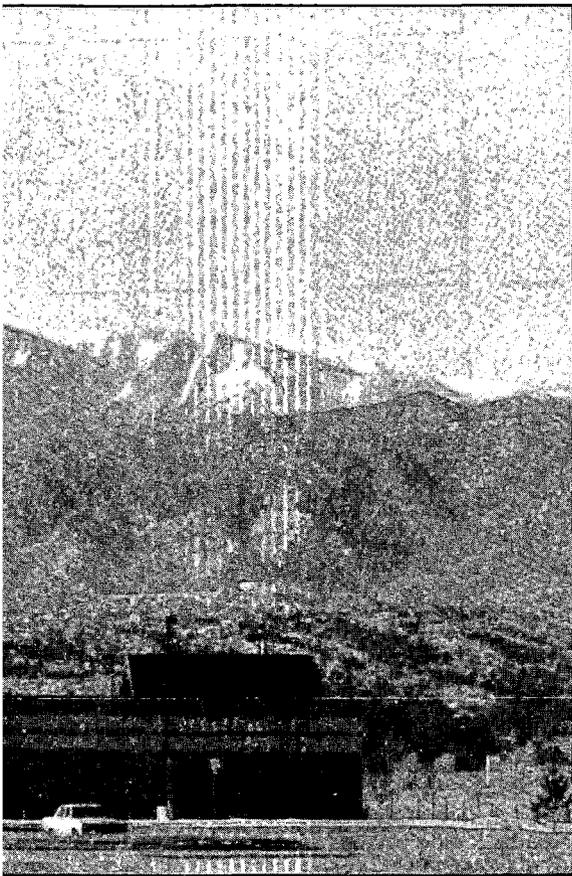
consistent with the department's mission and remained within the department's traditional centralized structure.

The Process of Change

The appointment of a new chief of police in 1985 coincided with the national awakening of interest in redefining law enforcement missions in terms of community involvement. The department's new administration began an assessment of all agency divisions. Task forces, composed of civilians and officers, evaluated all aspects of the department both structurally and functionally in light of these new ideas.

After approximately 3 months of study, the task forces recommended a major reconfiguration of the department, along with a schedule to phase in the changes. An essential element of the reconfiguration was to decentralize line operations through three divisional substations, while keeping a centralized component for citywide functions, such as major crime investigations and support services.

After city authorities accepted the concept, the department initiated major planning efforts on several fronts. Budgeting was, of course, the first priority. In the past, the department made few funding requests for capital improvements; therefore, the municipal authorities were more easily persuaded of the need for major investments in police facilities. Because of additional appropriations and departmental economizing measures, the construction of two substations began. The long-range strategy was to put



several permanent military facilities after the war led to rapid community growth. By the early 1960s, the police department outgrew its accommodations in the basement of city hall. A separate police headquarters was built next door, but agency functions remained relatively unchanged.

As often happens with municipal facilities, budgetary constraints limited construction to immediate needs. And, no one was forewarned of the rapid population growth and the fourfold increase in area size that would take place within the next 3 decades. Within 6 years after it was built, the police building could no longer house

these substations into operation, coordinate new service delivery methods with a strong emphasis on community policing, and then propose a bond referendum to finance a police operations center that would include a third substation. During the interim, the third patrol division occupied temporary quarters that became available when the new substations were opened.

Simultaneously, the department created another captain position to serve as station commander, thus permitting the reassignment of an experienced captain as a full-time facilities planner. The facilities planner and the department's civilian Director of Management Services shared the overall responsibility of the project, but worked under the direction of the Deputy Chief of Administration.

Early in the process, the department contracted for services with an architectural and engineering firm experienced in designing law enforcement facilities. The resulting combination of operational experience, conceptual innovation, fiscal prudence, and technical expertise proved beneficial. Departmental planners also took care to coordinate closely with the city's administrators and technical agencies to ensure that all processes worked smoothly.

Community-Oriented Operations

New facilities were the glamorous part of the process, but laying the groundwork for a decentralized and community-oriented operational mode proved more arduous. Computer programs

and hardware had to be modified so that the transition could be smooth. Months before the physical relocation, reporting systems were reconfigured to the new geographical patterns. This allowed employees to become familiar with the new technical foundations. This "camping out" period was sometimes hectic and required patience from operations personnel and administrators alike, but its inconveniences were repaid by the smooth physical transition that resulted.

With the advent of community-oriented policing and decentralized service delivery, the department's written directives had to be thoroughly revised. The need to redesign policies and procedures had become critical because the department had also made a philosophical commitment to seek national accreditation. Now, facing a complete restructuring, this process could not be avoided. Therefore, considerable effort was devoted not only to revising manuals for policies and procedures but also to reviewing the process for ensuring accountability. A task force went through existing directives line by line to check for accuracy and adequacy, removing obsolete passages and outlining items to be added. The manual was then rewritten to bring it into accord with accreditation standards and to express policies and procedures more logically. Matters that were strictly procedural and subject to frequent change were removed from the manual entirely and given to a task force of patrol officers, who developed a code of standard operating procedures tailored to the new functional configuration. By



Chief Munger



Dr. Spivey

Chief Munger heads the Colorado Springs, Colorado, Police Department. Dr. Spivey supervises the Research and Development Section of the police department.

doing so, authority for revising this type of directive was moved closer to the operating level.

The Final Phase

Actual construction of the stations began in 1988, after exhaustive planning that involved not only administrators and the consulting firm but also task forces of patrol officers who would be using the new facility. In March 1989, the new stations were opened and public tours were conducted for several days. Each station contained a large community room, which was open to the public for scout meetings, homeowners' association meetings, and similar events. Opening the stations to nonpolice activities helped to quickly integrate the stations into the neighborhoods, and this nonthreatening contact between citizens and officers improved significantly the public's view of law enforcement. More surprisingly, officers welcomed this contact with law-abiding citizens as a healthy influence on their perspectives.

During the final months of construction, the department prepared a bond issue proposal to build a police operations center, which was approved by the city council for a referendum. A "Police Bond Action Plan" was developed to saturate the community with facts about the importance of the operations center to the delivery of effective police services. The plan included a comprehensive media awareness effort, coordinating presentations to the general public and to community service groups, and the development of a citizens' support group, which added ideas

and raised money for campaign publicity.

The Results

The results of the police department's movement toward community policing became evident when a better than two-to-one majority of voters approved the police operations center bond. The department interpreted these results to be a resounding endorsement of a winning combination: Good service

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This process has brought about new ways of...achieving the department's mission and goals among all levels of personnel.

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delivery, thorough and innovative planning, and a strong effort to recognize and satisfy the needs of citizens.

The Colorado Springs Police Department is now moving toward developing the operations center. As with the substation development, a task force approach again has been adopted and an experienced architectural consulting group has been retained. This close involvement during the design and construction stages, as well as continued involvement by other branches of municipal government, provides facilities and services that foster other program innovations.

The most difficult part was not putting the bricks and beams into place but initiating the operating structure. Although the new facilities and operations services have been shaped, the human and organizational engineering will never be completed. The department's role in the community has already changed to such an extent not believed possible several years ago, and it is anticipated that this change will continue as a result of intensified community involvement. This process has brought about new ways of thinking, acting, and achieving the department's mission and goals among all levels of personnel. New programs have been implemented, and more are on the way—a number of them arising from the line units. Having worked through the fear and discomfort of escaping traditional molds, the department has found a dynamic concept of police work that is both stimulating and enjoyable.

Indeed, the focus must be on function rather than form. As long as a police agency is locked into traditional molds, innovation is limited to merely rearranging things. Law enforcement will always be tasked with necessary chores, such as manpower scheduling and allocating vehicles, from which there is no escape. And, although a certain sort of creativity is involved in these activities, focusing on the overall mission brings much more into play. It is essential, however, that the definition of mission be derived from the interaction of the agency with the community. A definition arising completely from within a department is usually less comprehensive.

Book Reviews

Finally, the process can be done only through action. References to planning have been made often in this article and with good reason. In one sense, everything is a part of planning. However, planning consists of much more than academic exercises. It must include proper execution, as well as reintegrating the results of execution into the planning process.

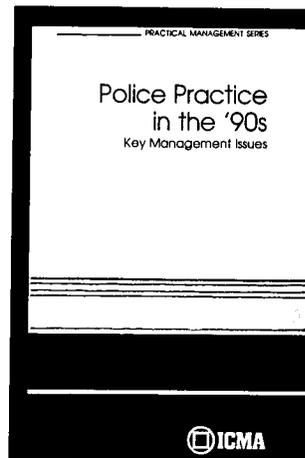
Conclusion

What the Colorado Springs Police Department has learned throughout the last few years was certainly aided by research. But learning came more by putting the results of the research into practice. This requires an organization to work toward a major goal.

This department's goal was to develop more adequate police facilities, but other goals would serve as well, providing that they are challenging and can involve the whole organization or at least a major part of it. The elements within this department that benefited most from this reorganization were patrol and planning personnel.

Form and function, product and process, are dull and rather abstract terms that are certainly not the everyday topics of police discourse. Even though there is no guarantee that another agency would reap the same rewards and benefits, enormous gains can be made, even at the cost of some psychological and physical discomfort. The Colorado Springs, Colorado, Police Department has shaped its new facilities and will shape those to come. More importantly, however, it is also shaping itself in the process.

LEB



Police Practice in the '90s: Key Management Issues, edited by James J. Fyfe, International City Management Association, Washington, D.C., 1989.

This addition to the International City Management Association *Practical Management Series* is a well-balanced compilation of thoughtful articles dealing with many of the more significant problems and issues that will face law enforcement administrators in the years ahead. The subjects covered are of concern to every police agency, although a few may have limited application.

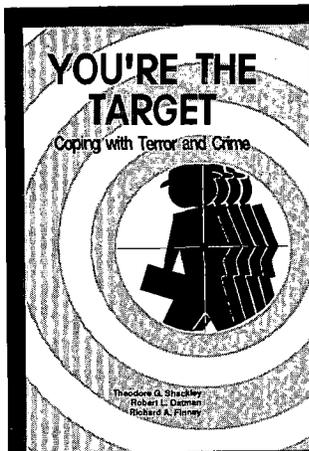
"Crime and Policing" by Mark Moore, Robert Trojanowicz and George Kelling presents information on the nature of police work and the public's perception of policing. Its rather thorough definition of serious crime, from the perspectives of both law enforcement practitioners and victims, is followed by an analysis of the traditional reactive posture of police agencies which, the authors note, "is comfortable to both the

police and those to whom the police are accountable." It then moves on to suggest some methods (possibly less "comfortable") of proactive crime fighting and community approaches to crime control.

"Police Agency Consolidation: Lessons from a Case Study," by Stephen D. Mastrofski is an interesting and worthwhile read, even for the executive of a police agency for which consolidation is not a possibility. It traces the consolidation studies made by a group of Pennsylvania jurisdictions and concludes that in the absence of significant problems to be solved or economies and efficiencies gained, failure to consolidate, even if rooted in political or parochial considerations, may be the best choice.

The array of topics selected by the editor includes such timely concerns as controlling police vehicle pursuits (written by the editor himself, who comes down firmly against them), the accreditation process and employee drug testing. While solutions may not always be proposed, the problems and issues are defined and explored sufficiently to lay the groundwork for comparative thinking by the manager who faces similar decisions. This is a thought-stimulating volume, well worth the small amount of space it requires on the police executive's bookshelf.

Reviewed by
Col. John E. Granfield
Chief of Police
Fairfax County, Virginia



You're the Target: Coping With Terror and Crime, by Theodore G. Shackley, Robert L. Oatman and Richard A. Finney, New World Publishing Ltd., New York, 1989.

You're the Target is a manageable and easy to read handbook on international terrorism. It reports on the worldwide growth of terrorism with its apparently senseless and brutal attacks on governments and business leaders. The authors present an interesting and professional work on the subject of terrorism, looking to past incidents to offer insight into present events and future trends. The book discusses the means to cope with terrorism and criminal activity, which is often directed at Americans abroad.

The book explores many past terrorist events, including the Aldo Moro abduction/slaying, the 1988 bombing of Pan Am flight 103, and the bombing of the U.S. Embassy in Beirut, explaining the motives and tactics of the groups responsible. These past events are used to highlight the dangers facing anyone who conducts business abroad.

As increased travel and trade blur international boundaries, the opportunities available to the terrorist are likewise increased. The book points to Latin America, with increasing levels of narcoterrorism, as the emerging hotbed of terrorist activity, while groups in Western Europe and the Middle East will remain active and continue to present dangers to foreigners travelling to those areas. What this means to American corporate personnel and security professionals, to whom this book is primarily directed, is that as the marketplace continues to become truly global, risks will increase. Personal security for potential targets will also become more important.

As the book makes clear, though, Americans travelling abroad are not the only potential targets. The unsuccessful attempt directed at the wife of William Rogers, captain of the U.S.S. Vincennes, on a San Francisco street and other recent domestic acts of

terrorism are discussed. These events demonstrate that law enforcement in this country may be increasingly called upon to respond to terrorist activity.

The book provides practical suggestions for avoiding or reducing the terrorist threat. It also provides a quick reference table, helpful to both civilians and law enforcement professionals, outlining both the infamous and the more obscure terrorist groups in operation today. Their methods and operations are discussed, as are their potential shortcomings in executing a successful terrorist spectacle.

You're the Target is hard hitting and concise. The authors are knowledgeable in the area of personal protection and offer valuable recommendations to the frequent traveler, security specialist, or government official at risk of becoming a victim of terrorism anywhere in the world. The book also provides information that will assist the law enforcement community in confronting an enemy no longer content to wait restlessly outside our borders.

Reviewed by
SSA Frederick C. Kingston
Special Operations and
Research Unit
FBI Academy
Quantico, Virginia

Records Management In the 1990s

By
DANIEL L. ARKENAU



By 1988, the backlog of police records processing at the Cincinnati, Ohio, Police Division reached the critical stage. As in many police departments, the Records Unit used logbooks and 3 x 5 index cards to track accident reports. This process was slow and extremely labor intensive. With hundreds of new reports and retrieval requests coming in each day, the future of record keeping looked even bleaker. In fact, it often took 6 weeks or more to fill requests for copies of reports. At

the same time, the personnel complement in the unit continued to decrease.

To make the situation worse, the Records Unit was coming under increasing pressure from insurance companies, city council members, and from private citizens to provide this information on a timely basis. At one point, a member of the local claims association even came to the office and demanded better service.

Faced with this crisis, the division began to examine alternative methods of managing files.

Record-keeping personnel considered several microfilm-based, computer-assisted retrieval systems before selecting the optical disk image retrieval system. This system proved to be the solution to a critical problem.

The division started using the optical disk system in March 1989. With this system, police officers now can call the accident telephone line at the Records Unit and give the data entry operator the accident date, report number, names of drivers, locations, district

of occurrence, and any injuries or fatalities. The data entry operator then enters this information into the optic system. This information provides a ready index of all basic information concerning the auto accident and can be retrieved, if needed, to provide a daily count of traffic problems in the city.

When the original report arrives at the Records Unit, the data entry operator enters the report number from the original report. The automated, indexed information is then recalled from data memory and checked for proper spelling and street locations. The operator places the original report on the optic scanner which photographs the report. This image is transmitted to the optical disk for permanent storage. The entire process takes approximately 30 seconds. The original report can then be destroyed because the optic image can be used legally as the original.

Advantages of the Optical Disk Image System

An optical disk image system offers several advantages in certain applications over other systems. With an optical image system, a laser beam is used to store electronic images on a specially treated metallic disk. Another laser then "reads" these bits of stored information and converts them into electronic impulses that can be interpreted by a computer. Because lasers are extremely precise, far more data can be stored on an optical disk than on a floppy disk or on a roll of microfilm. One 12-inch optical disk, for example, holds 2.4 gigabytes (2.4 million bytes) of information.

An optical disk image system also offers instant recovery of all images on file and reduced storage space. And, it provides greater document security than microfilm because no film is sent to the lab for processing.

Benefits

According to the Technical Services Bureau Commander, "The optical system's on-line retrieval capability has transformed the Records Unit into an efficient operation that truly serves the public." Today, all the information that insurance companies need to start processing a claim can be taken over the phone. When the original claim information arrives, it is scanned onto the optical disk. The image of the report can then be called up and printed in seconds.

By using one or more of the 11 possible program descriptors, such as the driver's name and license number, the passenger's name, the

time and location of the accident or the officer's badge number, any report or series of reports can be located and displayed in seconds. Each descriptor can also be modified to fit a particular application. For example, a range search function allows the operator to search reports on all accidents occurring within a specified range of dates, times, locations or other parameters.

These broad search capabilities have made it possible for one person to accomplish, in a matter of minutes, retrievals that previously took three people hours to perform. The multiple search descriptors have also given the Records Unit greater flexibility and have made it easier to accommodate extraordinary cases, such as accidents involving utility poles or those involving numerous passengers.

In addition, the system has had a phenomenal impact on productivity. After installing the optical

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After installing the optical system, the Records Unit was able to eliminate a backlog of 6,000 reports in approximately 4 weeks....
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Lieutenant Arkenau is the Commander of the Records Unit, Cincinnati, Ohio, Police Division.



Research Forum

system, the Records Unit was able to eliminate a backlog of 6,000 reports in approximately 4 weeks while keeping up with incoming reports and new requests. This would have been impossible with the old system. As a result, the number of complaints regarding turn-around time have decreased to zero.

Integrating the system into the Records Unit's organization was relatively painless. It did not affect operations in any way. In fact, most of the police officers in the field were unaware that a new system was even installed. The system was effective almost immediately, and training personnel was accomplished with relative ease.

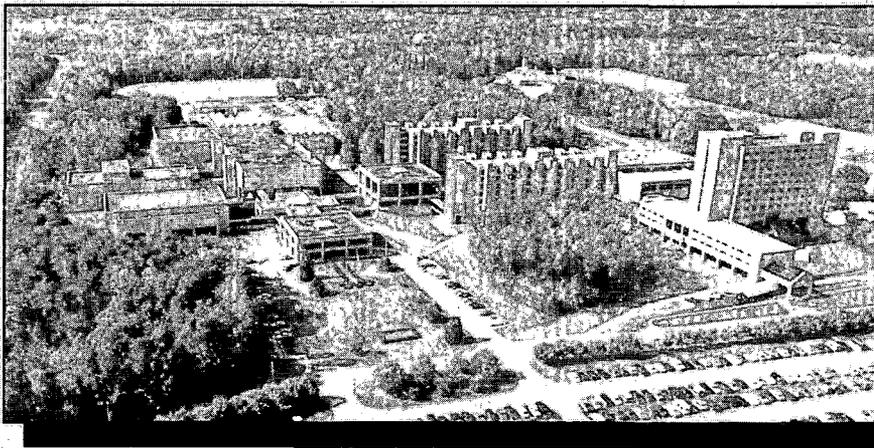
Conclusion

The improvements in the Records Unit have been felt throughout the police division. According to the Technical Services Bureau Commander, "It's made officers in the field happy because they can come to the Records Unit and pick up a report immediately instead of having to wait around for an hour while the clerks try to find it."

Today, it is difficult, if not impossible, to find anyone who is not impressed with the way the Records Unit is now serving the department and the community. Because of this new optical disk image retrieval system, efficiency now characterizes the Records Unit.

LEB

FBINA Graduate Survey



During 1988, the Institutional Research and Development Unit (IRDU) at the FBI Academy surveyed FBI National Academy (FBINA) graduates. The purpose was to gather information from State and local law enforcement officers by examining career patterns after graduation, as well as their perceptions of the NA Program. The data gathered could then be used by FBI managers to tailor training programs to meet the changing needs of these law enforcement practitioners.

The respondents work at all organizational levels—from senior executives to lower ranking officers. Of the 6,333 graduates who attended the National Academy from July 1981, to December, 1987, 807 were surveyed using a stratified random sampling technique. Usable responses from those surveyed totaled 642, for a response rate of 80%.

Respondent Characteristics

Survey responses showed that 95% of FBINA graduates who attended the Academy during the 6-year period are still pursuing law enforcement careers. Eighty-six percent are between the ages of 30 and 49; 59% have 11 to 20 years of law enforcement experience, while 38% have more than 20 years of experience. Sixty-eight percent of NA graduates have 3 or more years of college credits.

In fact, the increase in education level since attending the FBINA is quite dramatic. For instance, 18% of the senior executive officers held advanced degrees while attending the FBINA, as compared to the 30% who presently hold advanced degrees, a 12-percent increase during the 6-year period. A 9-percent increase (from 30% to 39%) in the number of advanced degrees earned was recorded for those in

middle management, and a 13-percent increase for all other ranks.

Respondents indicated that they transferred FBINA credits to another college or university (28%) or used the credits for mandated police training requirements (24%). NA graduates with 3-4 years of college transferred credits more frequently to a college or university, while those with a high school education or 1-2 years of college used credits more frequently for mandated police training requirements.

Career Patterns

A large portion (40%) of those surveyed did not experience a job change since attending the National Academy Program. This figure is due in large part to responses received from senior executive officers (two-thirds did not change jobs). Those senior executives who did change jobs (13%) moved to another law enforcement agency.

Jobs changed for middle managers because of lateral transfers and promotions, while for those in all other ranks, the order of frequency for job changes was promotion, lateral transfer, and movement to another law enforcement agency. Thus, senior executive officers and those at the lower ranks are more apt to move to another agency than are middle managers.

In examining job changes by education level, FBINA graduates with "3-4 years of college" were promoted most frequently. Those with "over 4 years of college" were promoted more frequently than were those with

"high school" and "1-2 years of college."

With regard to lateral transfers, there is a progression from lower to higher education levels. One-tenth of those with a high school education received lateral transfers, while one-fourth of those with advanced studies were laterally transferred.

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A similar progression is noted in the movement to another law enforcement agency—from 3% at the lowest education level to 10% at the highest level. Law enforcement officers with higher educational levels are being transferred or promoted more frequently than those with lower levels of education. Those with higher levels of education are also moving to other law enforcement agencies more often.

Physical Fitness

FBINA graduates increased their participation in exercise to promote better physical fitness. Twenty-seven percent indicated their departments sponsor a

health/fitness program; 22% participate in such programs; and 15% have been instrumental in developing a fitness program for their departments.

Perceptions of the FBINA

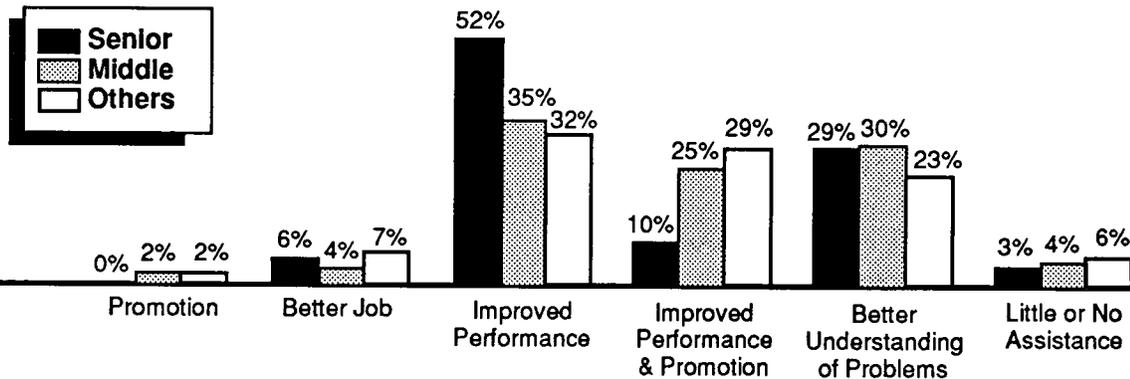
Respondent perceptions of the FBINA Program show that association with other attendees is the most highly rated, followed by knowledge gained from academic courses. The area having the lowest average rating is college credits earned. Each of these areas was examined from the perspective of rank and education. Variations in patterns of response are not noteworthy.

The primary benefits cited by FBINA graduates center on performance and understanding of their organizations and the communities they serve. At each rank level and each educational level, the respondents more frequently indicated an improvement in their performance as the one best way FBINA attendance has assisted them in attaining their career goals. The area selected next in frequency at all levels of analysis was "better understanding of community and/or organizational problems," followed by "improved performance and received promotion."

Computer Usage Among Graduates

During the time covered by this study, a computer classroom was set up at the Academy and computer-based training was made available to students. Respondents were asked how often they used computers for a

Ways Attendance at FBINA Assisted in Attaining Career Goals



variety of purposes, ranging from conducting investigations to preparing budgets. For each activity, respondents indicated their level of usage prior to attending the FBINA and at the time of the survey. Responses ranged from "several times each day" to "never" on a 5-point scale.

Data were analyzed from the perspective of three groups: (1) Those who attended the FBINA before computer training was available; (2) those who attended while computer training was available but elected not to take the training; and (3) those who attended while the training was available and who did take the training. These three groups were compared on the frequency with which they used computers before their attendance at the FBINA and at the time of the survey.

Examination of data gathered clearly indicates that computer usage for a variety of law enforcement applications is increasing. After attendance at the FBINA, increased use of computers by graduates were for preparing

memoranda and reports, administrative recordkeeping, and conducting and managing investigations. In the area of report and memoranda preparation, for those who attended prior to computer course availability, the combined increase in computer usage for those who do use computers is 18%. For those who elected not to take computer courses even though the courses were available, the increase is 7%, while for those who elected to take available computer courses, the increase is 25%.

In the area of administrative recordkeeping, for those who attended prior to computer course availability, the increase is 7%, while only a 2% increase is shown for those who elected not to take computer courses. Those who elected to take computer courses offered showed an increase of 30%.

In the area of conducting and managing investigations, the increases are 9% (for those attending prior to computer course availability), 0% (for those electing not to take computer courses), and

21% (for those taking computer courses).

Summary

Ninety-five percent of survey respondents are still pursuing law enforcement careers, and many have increased their levels of education since graduation. The survey also shows that those with higher levels of education are more likely to be promoted or be laterally transferred. The most highly rated benefits of FBINA attendance are knowledge gained from academic courses and association with other attendees. The FBINA appears to be succeeding in promoting increased knowledge and exchange of ideas among State and local law enforcement personnel, thus continuing to address the training needs of State and local law enforcement.

LEB

Research conducted by Audrey B. LaSante, Operations Research Analyst, Institutional Research and Development Unit, FBI Academy.



B.L.O.C.

Business Leaders Against Organized Crime

By
MIKE KING

How many times has the lack of funding cut short an undercover operation for local law enforcement? "Too often" is unfortunately the answer. Most law enforcement budgets can barely pay reactive costs, let alone proactive ones. However, in Weber County, Utah, a funding source has been found that has reaped substantial benefits for both the police department and the community. That funding source is B.L.O.C.—Business Leaders Against Organized Crime.

B.L.O.C. is a private corporation formed of businessmen and community leaders with the goal of

promoting a safer, crime-free community. Organized in June 1987, its original mission was to provide additional funding and equipment to assist local law enforcement in completing on-going undercover "sting" operations. However, B.L.O.C. also offers assistance for operations targeted against drug interdictions, property crimes and white-collar crimes, as well as for specialized training of police officers.

Organization

Law enforcement professionals defined specific goals, policies and procedures when or-

ganizing B.L.O.C. A good reputation in the community and a sincere commitment to eliminate the criminal elements were essential criteria for a business to be admitted into B.L.O.C. Also, B.L.O.C. was structured as a corporation, with "articles of incorporation," to provide a protective shield for the corporation's officers.

The corporation's board of directors consists of a president, first vice president, second vice president, and corporate accountant, each with respective duties and responsibilities. The current president is a former police officer who has an understanding of both law

enforcement and business community needs. As direct liaison between the police department and the corporate membership, the president receives all the basic information regarding each operation (type of offense, necessary property or finances to conclude a successful operation, possible length of operation, etc.) and then approaches the membership for approval to disburse funds or equipment. At no time, however, is any confidential information about the operation relayed to the president by the law enforcement agency requesting assistance.

The first vice president is usually an elected public official. This person acts as a direct liaison with the corporation's accountant and is responsible for the annual audit of the program, which reports all findings to the board of directors. The first vice president also cosigns with the president and second vice president all disbursements to law enforcement for individual operations and projects.

The second vice president is generally a private citizen who is publicly recognized for community service and civic responsibility. This person maintains membership records, enlists new members, and cosigns all payouts to law enforcement.

The corporation's accountant is an accredited CPA with over 10 years of major account experience. The accountant maintains records of all financial transactions and completes all the necessary tax forms.

From the beginning, B.L.O.C. was incorporated as a nonprofit organization, which allowed member businesses to deduct their donations, thereby adding a degree of credibility to the organization. The local IRS service center furnished the required forms and guidelines to make application for the tax exempt status. However, some jurisdictions could employ a local attorney with the necessary expertise or a district attorney with extensive civil law experience to process the tax-exempt application.

Financing

Money to fund the operation is collected through yearly dues, approximately \$100 per year, although some of the larger businesses voluntarily contribute larger amounts. By keeping the annual fee to a minimum, businesses are more willing to join in the effort. The funds are invested in high-yield interest accounts, and the interest is used to finance projects or as "buy" money. The initial investment is kept intact to provide for a continuous source of funding; only the interest is spent. If the interest is expended, the corporation requests additional funds from the membership, as needed.

Of course, there is always the possibility the program will be dissolved. If this does occur, the remaining finances will be used to purchase equipment for area law enforcement agencies.

One major concern for potential members was the issue of liability to officers or members of the corporation. However, members are assured that because they have no control over how a police operation is conducted, they have no responsibility, and this is conveyed to both the police and the corporation's membership.

Operations

Affording contributors an opportunity to designate how funds are used is one of B.L.O.C.'s major strengths. However, most donations are pooled and spent at the discretion of the board of directors. Members are advised that the monies are directly used to fight organized criminal activities (but not



Mr. King is an administrative assistant in the Weber County, Utah, Attorney's Office.

“
B.L.O.C. is paying big dividends for law enforcement and the community.
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for officers' salaries) or to provide specialized training to law enforcement personnel.

To request assistance, the commanding officer of an undercover operation contacts the president. In the majority of cases, the request is usually for extra finances. But requests have also been made for equipment, vehicles, safe house locations, or other services that the corporation's membership can provide. There is no limit to the amount or types of lawful donations that the membership can provide.

Another important facet of B.L.O.C. is the recognition given to

local law enforcement officers at an annual banquet for exceptional deeds and accomplishments. Many city, county, State, and Federal officials attend the awards banquet to honor officers for their outstanding work. The extensive media coverage provided these events also garners community support for B.L.O.C. and law enforcement.

Accomplishments

B.L.O.C. is paying big dividends for law enforcement and the community. Because of B.L.O.C., many undercover operations that would have ceased have

been allowed to continue, thereby permitting major organized crime figures to be identified and charged. Over the past 2 years, B.L.O.C. assisted Weber County police agencies with undercover operations resulting in over 80 felony arrests, the recovery of over \$80,000 in property, and seizures of over \$100,000 worth of illegal drugs. In Weber County, B.L.O.C. demonstrates that law enforcement and the private sector can work together to combat the criminal elements that plague their community.

LEB

Major Art Theft

On June 26, 1989, two Jean-Baptiste Lallemand paintings valued at approximately \$80,000 were stolen from an art gallery in New York City.

Any information concerning this theft should be directed to the FBI, Brooklyn-Queens, New York, Office at (718) 459-3140. Refer to their file number 87A-NY-185901. You may also contact the National Stolen Art File, FBI Laboratory, Washington, D.C., at (202)324-4434.



Top: Sunrise at Tivoli, oil on canvas, unsigned, 25 3/4" x 21".



Left: Sunset at Tivoli, oil on canvas, unsigned, 25 3/4" x 21".

The Bulletin Reports

Police Vehicle Selection

Police fleet managers seeking economy and appropriate features can use the latest version of AutoBid, a computer software program that grades potential fleet acquisitions on a variety of performance standards. The program incorporates test scores published annually by the Michigan State Police Department on the dynamics, acceleration, speed, braking, and fuel economy of vehicles on the market. The software program helps the user combine these test scores with bid prices to determine the lowest cost for needed performances.

Developed at the National Institute of Standards and Technology (NIST), AutoBid (version 2.0) is the first major upgrade to the original AutoBid program now used by over 450 police departments. AutoBid, developed for the National Institute of Justice as part of its Technology Assessment Program, runs on most personal computers using either a floppy disk or the hard drive.

Copies of AutoBid are available to interested police departments from the Law Enforcement Standards Laboratory, NIST, B116 Polymer Building, Gaithersburg, MD 20899, the telephone number is 1-301-975-2757.

C.O.P.S. Handbook Revised

Concerns of Police Survivors (C.O.P.S.) publishes a handbook to assist law enforcement agencies and family members to deal with the trauma of officers killed in the line of duty. The handbook, **Support Services to Surviving Families of Line-of-Duty Death**, covers the many issues that must be addressed by families and

agencies following such a tragedy. This 16-page handbook has recently been adapted for use by fire-fighting/public safety agencies.

To obtain a free copy of the revised handbook, write to C.O.P.S., 9423-A Marlboro Pike, Upper Marlboro, MD 20772, or call 1-301-599-0445.

Technology Assessment Program

Ineffective equipment threatens officer safety. To help agencies avoid purchasing failure-prone equipment, the Technology Assessment Program (TAP) of the National Institute of Justice (NIJ) evaluates products used by law enforcement. TAP develops standards, tests equipment, and issues reports about products that are most critical to law enforcement, such as soft body armor, weapons, handcuffs, patrol cars, and communications equipment.

NIJ created three program components of TAP. First, more than 40 nationally recognized criminal justice practitioners from Federal, State, and local agencies assess equipment needs and assist in setting priorities for the development of equipment standards, guides, test reports, and other

special publications. Second, with NIJ funding, the Law Enforcement Standards Laboratory of the National Bureau of Standards develops minimum performance standards and conducts research on new technology. Third, the TAP Information Center (TAPIC) publishes equipment performance reports documenting test results and issues consumer product lists of equipment that complies with NIJ standards.

To obtain program publications or information about purchasing equipment, write to TAPIC, Box 6000, Rockville, MD 20850, or call 1-800-24-TAPIC. For callers in Maryland and the Washington, D.C., metropolitan area, the number is 1-301-251-5060.

Criminal Justice Costs Analysis

The National Institute of Justice (NIJ) has prepared a research report describing a methodology for estimating the unit costs of steps in the criminal justice process. The manual, ***What Price Justice? A Handbook for the Analysis of Criminal Justice Costs***, takes the reader on an analytical tour of the criminal justice structure, illustrating the interdependence of the various parts of the criminal justice system and showing how this interdependence affects costs.

The techniques and information included in this research report can be used by planners and budget analysts, as well as by policymakers or anyone interested in the magnitude of criminal justice costs. The manual provides national baseline information using a large-scale analysis of total offender processing costs and a shorter analysis of such issues as jail day costs, hourly rates for detectives, and costs of prosecutors, to name a few.

Copies of the manual can be obtained from the National Criminal Justice Reference Service by calling 1-800-851-3420. For callers in Maryland or the Washington, D.C., metropolitan area, the number is 1-301-251-5500. Request document number NCJ 106777.

Preliminary 1989 Crime Statistics

The number of serious crimes known to law enforcement rose 3 percent nationwide from 1988 to 1989, according to preliminary Uniform Crime Reporting statistics. Based on an index of selected offenses, Uniform Crime Reporting figures measure changes in the level of crimes reported across the country. The 1989 figures represent the fifth consecutive increase in the FBI's annual Crime Index total. The previous increases were 5 percent in 1985, 6 percent in 1986, 2 percent in 1987, and 3 percent in 1988.

Both violent and property crime totals rose in 1989. Violent crime was up 5 percent, while a 2-percent increase was recorded for property crimes. Among the violent crimes, robbery showed the largest increase, 7 percent. Murder rose 4 percent; aggravated assault, 5 percent, and forcible rape, 1 percent. Of the property

crimes reported, motor vehicle theft increased 9 percent and larceny-theft, 2 percent. Both burglary and arson declined 2 percent.

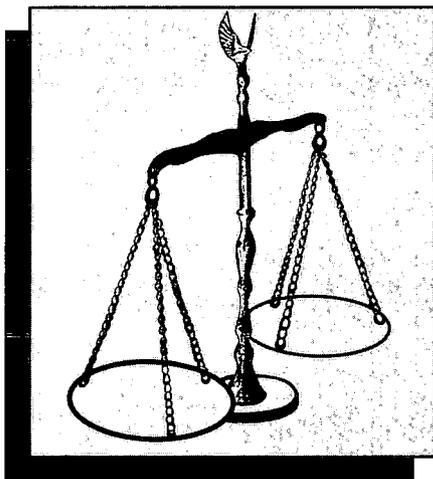
Each of the Nation's four geographic regions recorded increases in the Crime Index total. The Southern and Western States each reported increases of 3 percent, while the Northeastern and Midwestern States registered 2-percent rises. Cities with populations over 50,000 showed a 3-percent increase in Crime Index offenses reported to the police. The suburban and rural areas, as well as cities outside metropolitan areas, recorded 2-percent increases.

Source: FBI press release, "Crime Trends, 1989 over 1988," Uniform Crime Reporting Section, Federal Bureau of Investigation, Washington, D.C.

The Bulletin Reports, a collection of criminal justice studies, reports, and project findings, is written by Kathy Sulewski. Send your material for consideration to: *FBI Law Enforcement Bulletin*, Room 7262, J. Edgar Hoover Building, 10th & Penn. Ave., NW, Washington DC 20535.

(NOTE: The material presented in this section is intended to be strictly an information source and should not be considered as an endorsement by the FBI for any product or service.)

DNA Testing and



the Frye Standard

By
ROBERT A. FIATAL, J.D.

The ability to identify a certain individual as the perpetrator of a specific criminal act through DNA analysis and comparison is undoubtedly a revolutionary investigative procedure for law enforcement. This technique, which isolates and measures the variations in the DNA structure of unknown blood or semen and compares those variations with the variations in the criminal suspect's DNA,¹ possesses particular value in the investigation and prosecution of violent crimes,

such as rape, homicide and aggravated assault. The results of DNA examinations can effectively rebut alibi defenses, corroborate the accuracy of what otherwise might be questionable eyewitness identification, and correspondingly produce more guilty pleas.² Conversely, it can exonerate the innocent.³ For this procedure to be truly effective in the criminal justice system, however, expert opinions and conclusions based upon DNA identification must be admissible in criminal prosecutions.

Comparisons and conclusions based upon this scientific technique are strong, if not overwhelming, proof of guilt, and prosecutors, investigators, and forensic scientists should anticipate strong defense objections to the admission of such testimony at trial. Therefore, all examined specimens must be obtained in compliance with constitutional standards and maintained in a manner that precludes contamination and assures a strict chain of custody for later authentication and identification. Moreover, since con-

clusions from this sophisticated testing process are based upon what some courts have viewed as the relatively novel application of scientific techniques and procedures to forensic science, the law enforcement community should be prepared to satisfy specific admissibility requirements not normally associated with the introduction of other types of expert testimony.

The purpose of this article is to acquaint the police officer, prosecutor, and forensic scientist with these anticipated admissibility requirements in order to assist them in their law enforcement and prosecutorial functions. One should remember, however, that the ability to meet these requirements is almost entirely dependent upon the ability of expert witnesses to convince the courts, through their testimony, that these conditions have been fulfilled. It is also incumbent upon these experts to convince the courts that the procedures used in a particular case were conducted in a reliable manner.

Admissibility of Novel Scientific Evidence

When assessing the admissibility of novel scientific evidence, some courts limit their review to the application of the traditional evidentiary test of relevancy. Under this test, scientific evidence is admissible if the testifying expert is duly qualified, the expert's opinion is relevant and will assist the fact finder, and the testimony is not so prejudicial as to outweigh its probative value.⁴ For example, in *United States v. Baller*,⁵ the U.S. Court of Appeals for the Fourth Circuit ap-

plied this test of admissibility to testimony relating to the then new technique of voiceprint or spectrographic identification. Because that expert testimony was found by the court to be relevant and not overly prejudicial, it was admitted.

Most jurisdictions, however, apply the more stringent *Frye* standard when judging the admissibility of evidence derived from a relatively new scientific procedure. Based on the decision in *Frye v. United States*,⁶ these courts also require that the theory underlying the technique, as well as the technique itself, be generally accepted or commonly recognized by scientists in the relevant scientific community.⁷ Most courts that use the relevancy standard also deem the general acceptance or common recognition of a technique to be important factors in determining if evidence is relevant.⁸ For example, the Supreme Court of Oregon deter-

mined that trial courts in that State should consider the following factors when assessing the relevancy of evidence based upon a new scientific approach: 1) The testifying expert's qualifications; 2) the existence of specialized literature about the procedure; 3) the use of the procedure; 4) its potential for error; and 5) its general acceptance in the relevant scientific community.⁹

Accordingly, prosecutors, forensic scientists, and law enforcement officers in all jurisdictions should be prepared to satisfy the *Frye* prescription when introducing evidence concerning the results of DNA examinations, even though their particular jurisdictions may not specifically adopt the *Frye* standard.

The *Frye* Standard

In *Frye*, the U.S. Court of Appeals for the District of Columbia Circuit reviewed the admissibility of evidence based upon a relatively

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*Special Agent Fiala is a legal instructor
at the FBI Academy.*



primitive polygraph technique and ruled as follows:

“Just when a scientific principle or discovery crosses the line between experimental and demonstrable stages is difficult to define. Somewhere in this twilight zone the evidential force of the principle must be recognized, and while the court will go a long way in admitting expert testimony deduced from a well-recognized scientific principle or discovery, the thing from which the deduction is made must be sufficiently established to have gained general acceptance in the particular field in which it belongs.”¹⁰

Applying this standard, the court found that the questioned polygraph procedure had “not yet gained such standing and scientific recognition among physiological and psychological authorities as would justify the courts in admitting

To meet the *Frye* standard, the scientific theories and techniques must be generally accepted in the specific scientific community or field to which they belong. In determining the appropriate or relevant scientific community, courts will generally not consider the entire spectrum of scientists. They will instead only consider those scientists “whose scientific background and training are sufficient to allow them to comprehend and understand the [involved scientific] process and form a judgment about it.”¹² The scientists will most often be limited to those who have had direct experience with the questioned scientific procedure,¹³ or at least scientists who “would be expected to be familiar with its use.”¹⁴

Once the appropriate scientific community is determined, the court must also decide if the questioned procedure, technique, and principles are generally accepted within that

agreement by a “substantial section of the scientific community”¹⁶ rather than one that is universal.¹⁷

In this regard, prosecutors planning to use DNA comparisons at trial should expect to encounter opposition to the common recognition of DNA testing procedure through the testimony of defense experts. However, this divergent testimony does not necessarily mean that the DNA technique is not generally accepted. Courts embracing the *Frye* standard generally recognize that “a degree of scientific divergence of view is inevitable.”¹⁸ It is the overall degree of divergence in opinion in the relevant scientific community which is significant, if not crucial, in determining if the involved scientific process is generally acceptable.¹⁹ Prosecutors attempting to meet both of these aspects of the *Frye* standard must rely almost exclusively upon expert testimony to persuade the court that the DNA testing procedure used is generally accepted in the appropriate scientific circle. They will also have to rely upon these same witnesses to convince the court and jury that the procedure was effectively and properly applied.

“***The results of DNA examinations can effectively rebut alibi defenses...and correspondingly produce more guilty pleas.***”

testimony deduced from the discovery, development, and experiments thus far made.”¹¹ Therefore, in order for the government to introduce conclusions and opinions based upon a novel scientific procedure or technique, it must meet the *Frye* standard by establishing that the technique and the principles behind it are generally accepted in the relevant scientific community.

community. The *Frye* decision, as well as most of the decisions of other Federal and State courts that have adopted the *Frye* standard, give little if any guidance as to what is sufficient general acceptance. Those courts generally agree, however, that the *Frye* standard does not require unanimity of agreement in the applicable scientific field.¹⁵ Instead, the *Frye* standard requires an

Contemporary Court Acceptance of DNA Testing

Numerous courts, to include several at the appellate level, have assessed the admissibility of expert conclusions based upon the DNA identification process. Courts to date have carefully considered the expert testimony of scientists from the fields of molecular biology and genetics and consistently agreed that the principles underlying the

DNA technique are universally accepted.²⁰ It is commonly recognized in all scientific disciplines that cells with nuclei contain DNA and that the structure of this DNA is different in all individuals except identical twins. Based on such expert testimony, these courts have also, without exception, recognized that certain DNA testing protocols are generally accepted as producing reliable and accurate results that satisfy both the *Frye* and relevancy standards of admissibility. Moreover, the overwhelming majority of these courts have determined that these procedures were properly employed by the testing laboratory.

For example, in *Cobey v. State*,²¹ a Maryland court of appeals upheld the admission of identification testimony based upon the DNA analysis performed by Cellmark Diagnostics, a private testing laboratory. Using the procedure known as restriction fragment length polymorphism, the laboratory perceived a match between the defendant's blood and semen stains found on the undergarments of the victim of a sexual assault. This complex testing procedure basically includes the following steps: 1) Extracting or recovering the DNA from the evidence; 2) fragmenting or splitting this DNA by restriction enzymes; 3) marshaling these fragments through the scientific process of gel electrophoresis; 4) transferring the fragments to a membrane by blotting; 5) detecting special segments by introducing radioactive probes; and 6) producing the autoradiograph, which is a photographic image of these special segments used for comparison with the DNA

characteristics of the suspect's blood.

The *Cobey* court relied upon the testimony of the government's five expert witnesses, including impartial scientists from the academic and research communities, to con-

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clude that the procedures used were generally accepted, satisfied the *Frye* standard, and were reliably administered.²² The court further found that the laboratory used acceptable criteria for formulating the minuscule chances of the match occurring randomly.²³

Although not an appellate opinion, a New York trial court similarly considered the propriety of the restriction fragment length polymorphism procedure used by another private laboratory, Lifecodes Corporation. In *People v. Wesley*,²⁴ the court, after an extensive hearing, was convinced by the testimony of independent experts that every step of that laboratory's protocol was generally recognized as accurate and reliable. The court was also satisfied that appropriate controls were instituted to assure that the examined samples were of

sufficient quality for testing. The laboratory had conducted proficiency testing to ensure the skill of its examiners and studies to confirm the lack of degradation effects upon DNA characteristics due to age, heat, humidity and light.

The Supreme Court of Virginia in *Spencer v. Commonwealth*²⁵ and a Florida court of appeals²⁶ applying the relevancy standard have also approved the admission of conclusions based upon this DNA testing procedure. These courts specifically relied upon the acceptance and application of the DNA testing procedure in diagnostic medicine for a lengthy period of time, the existence of specialized literature supporting the technique, and the unchallenged agreement among the testifying scientists that incorrect procedure would render an inconclusive result rather than a false match.²⁷ These courts also concurred that the private testing laboratory had used the proper standards when determining the statistical likelihood of a random match.

Despite this overwhelming judicial acceptance of DNA identification, two courts, agreeing that DNA typing by restriction fragment length polymorphism is generally accepted in the applicable scientific disciplines, have criticized the manner in which the technique was employed. In both instances, the courts concluded that the testing procedure used was questionable, rendering results inadmissible.

In one decision, the Supreme Court of Minnesota acknowledged the scientific acceptance of DNA testing, but cautioned that the "admissibility of [DNA] test results in a

particular case hinges on the laboratory's compliance with appropriate standards and controls."²⁸ The court concluded that deficiencies in the private laboratory's protocol disallowed admission of its

of DNA identification theory in the scientific world and the general acceptance of DNA identification techniques which are capable of producing reliable results. It further acknowledged that failure to per-

because the defendant subsequently pled guilty to the charged homicide.

Conclusion

Properly employed DNA identification procedure has been judicially acknowledged as meeting admissibility standards. The law enforcement community can confidently employ it in criminal investigations and prosecutions. However, strong defense objections to its admission at trial should be anticipated. Accordingly, whether courts apply the *Frye* test or the seemingly less restrictive relevancy standard, complete cooperation between the prosecutor, law enforcement officer, and government expert is absolutely necessary to prepare for the admissibility of DNA testing results.

Prosecutors should become familiar with the DNA identification process by reviewing available material explaining the technique.³¹ Prosecutors should devote sufficient time prior to discovery and trial to discuss the DNA procedure used and proposed testimony with experts, including the laboratory examiner and independent impartial scientists who can corroborate the acceptance and reliability of the testing protocol. These experts should be prepared to apprise the prosecutor of their expert qualifications, including their academic and professional backgrounds. The experts should also be prepared to explain in comprehensible terms the DNA testing process, its underlying principles, and its application to the comparison made in that particular case. They should similarly refer to any tests they or others have conducted which validate the DNA testing technique and the dissemination

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It is the overall degree of divergence in opinion in the relevant scientific community which is significant, if not crucial, in determining if the involved scientific process is generally acceptable.

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test results. The court specifically criticized the private testing facility's failure to conduct or refer to experimental studies supporting the methodology used, and the lack of publication of those studies and their results for peer review and analysis. The court also questioned the laboratory's unwillingness to provide to the defendant specific information about its testing procedure and methodology.²⁹

In a highly publicized decision, a New York trial court also questioned the procedure used by another private laboratory and challenged earlier findings that faulty procedure could not render a test unreliable. In *People v. Castro*,³⁰ blood stains found on the defendant's watch were compared with the defendant's blood and the homicide victim's blood through restriction fragment length polymorphism. The examiner concluded that the blood on the watch was not the defendant's but was instead the victim's. After conducting an extensive *Frye* hearing, the court recognized the complete acceptance

form this protocol in a scientifically acceptable manner would normally only effect the weight of any rendered conclusions and not their admissibility.

However, the trial court determined that the laboratory was remiss in certain portions of its testing, casting doubt about the reliability of its conclusion that the blood on the watch was that of the victim. These errors included the laboratory's failure to: 1) Follow specialized procedures for resolving ambiguities that could be attributed to contaminated materials or degraded samples; 2) use a generally accepted control in one experiment; and 3) objectively quantify the readings of the produced autoradiographs. Accordingly, the court found it necessary to exclude this conclusion. However, because scientific methods to determine that two DNA samples do not match are less complex and were performed reliably, the court admitted the conclusion that the defendant's blood was not the blood on the watch. The court's decision was not appealed

of the results of those tests for peer review and comment. They should also inform the prosecutor of other scientists who have recognized the validity of this technique and be prepared to testify about those scientists' studies, writings and publications that support the employed methodology.

The prosecutor and scientist should also discuss the anticipated testimony of any expected defense experts in order to prepare for appropriate cross-examination and rebuttal. Finally, they should acquaint themselves with those court decisions that have criticized the way in which the DNA testing procedure was performed and be prepared to explain to the trial court the reliability of the testing procedure used.

In the final analysis, a court's decision to admit the results of DNA testing rests, in most jurisdictions, upon the application of the *Frye* standard to the testimony of the expert witnesses. It is expected that after a reasonable period of appropriate appellate review, all jurisdictions will recognize the scientific acceptance of the DNA technique. It will still be necessary, however, to convince courts that proper protocol was followed in a particular case. Success ultimately depends on the ability of the expert witnesses to explain to the court the scientific validity of the DNA process used and the particular conclusion or identification made.

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Footnotes

¹ For a more thorough explanation of the DNA identification process, see John W. Hicks, "DNA Profiling: A Tool for Law Enforce-

ment," *FBI Law Enforcement Bulletin*, vol. 57, No. 8, August 1988, pp. 1-5.

² See *People v. Castro*, 545 N.Y.S.2d 985 (N.Y. Sup. Ct., Bronx County, 1989).

³ Of the DNA examinations performed by the FBI's DNA Analysis Unit which have resulted in a conclusion, approximately 30 percent have excluded the suspect. Telephone interview with SA Lawrence A. Presley, DNA Analysis Unit, Laboratory Division, FBI, March 2, 1990.

⁴ See *United States v. Downing*, 753 F.2d 1224 (3d Cir. 1985); *United States v. Brown*, 557 F.2d 541 (6th Cir. 1977); *United States v. Baller*, 519 F.2d 463 (4th Cir. 1975); *State v. Brown*, 687 P.2d 751 (Or. Sup. Ct. 1984); *State v. Hall*, 297 N.W.2d 80 (Iowa Sup. Ct. 1980); *State v. Williams*, 388 A.2d 500 (Me. Sup. Ct. 1978).

⁵ *Id.*
⁶ 293 F. 1013 (D.C. Cir. 1923).

⁷ *United States v. Tranowski*, 659 F.2d 750 (7th Cir. 1981); *United States v. Kilgus*, 571 F.2d 508 (9th Cir. 1978); *United States v. McDaniel*, 538 F.2d 408 (D.C. Cir. 1976); *United States v. Alexander*, 526 F.2d 161 (8th Cir. 1975); *State v. Temple*, 273 S.E. 2d 273 (N.C. Sup. Ct. 1981); *Reed v. State*, 391 A.2d 364 (Md. Ct. App. 1978); *People v. Tobey*, 257 N.W.2d 537 (Mich. Sup. Ct. 1977); *Common-*

“ Courts to date have...consistently agreed that the principles underlying the DNA technique are universally accepted. ”

wealth v. Topa, 369 A.2d 1277 (Pa. Sup. Ct. 1977); *People v. Kelly*, 549 P.2d 1240 (Cal. Sup. Ct. 1976); *Commonwealth v. Lykus*, 327 N.E.2d 671 (Mass. Sup. Ct. 1975). For a detailed discussion of the current status of the *Frye* standard, see Gianelli, "The Admissibility of Novel Scientific Evidence: *Frye v. United States*, A Half-Century Later," 86 *Colum. L. Rev.* 1198 (1980).

⁸ *United States v. Downing*, *supra* note 4; *United States v. Brown*, *supra* note 4; *State v. Brown*, *supra* note 4.

⁹ *State v. Brown*, *supra* note 4.

¹⁰ *Supra* note 6, at 1014.

¹¹ *Id.* at 1014.

¹² *Reed v. State*, *supra* note 7, at 368.

¹³ See *People v. Young*, 391 N.W.2d 270 (Mich. Sup. Ct. 1986).

¹⁴ *People v. Williams*, 331 P.2d 251, 254 (Cal. Ct. App. 1958).

¹⁵ See *People v. Middleton*, 429 N.E.2d 100 (N.Y. Ct. App. 1981).

¹⁶ *United States v. Williams*, 443 F.Supp. 269, 273 (S.D.N.Y. 1977).

¹⁷ See *United States v. Zeigler*, 350 F.Supp. 685 (D.D.C. 1972).

¹⁸ *Commonwealth v. Lykus*, *supra* note 7, at 678 n. 6.

¹⁹ See *Reed v. State*, *supra* note 7; *People v. Barbara*, 255 N.W.2d 171 (Mich. Sup. Ct. 1977).

²⁰ Trial courts have admitted conclusions based upon DNA analysis by examiners from the FBI on over 50 occasions. Telephone interview with SA Lawrence A. Presley, DNA Analysis Unit, Laboratory Division, FBI, March 2, 1990.

²¹ 559 A.2d 391 (Md. Ct. Spec. App. 1989). See also *Yorke v. State*, 556 A.2d 230 (Md. Ct. App. 1989) and *State v. Woodall*, 385 S.E.2d 253 (W. Va. Sup. Ct. 1989). (Inconclusive DNA tests, although generally accepted in the scientific community, conducted after trial not grounds for new trial.)

²² Maryland now statutorily allows the admission of conclusions based upon DNA testing. 1989 Md. Laws Ch. 430.

²³ The court specifically found that the number of samples used to devise the database for calculating these figures was within generally accepted scientific criteria.

²⁴ 533 N.Y.S.2d 643 (N.Y. Sup. Ct., Albany County, 1988). See also *People v. Shi Fu Hung*, 546 N.Y.S.2d 920 (N.Y. Sup. Ct., Nassau County, 1989).

²⁵ 384 S.E.2d 775 (Va. Sup. Ct. 1989); 384 S.E.2d 785 (Va. Sup. Ct. 1989) (the defendant was convicted of two incidents of murder in separate trials).

²⁶ *Andrews v. State*, 533 S.2d 841 (Fla. Ct. App. 1988); see also *Martinez v. State*, 549 So.2d 94 (Fla. Ct. App. 1989).

²⁷ See also *Cobey v. State*, *supra* note 21 and *People v. Wesley*, *supra* note 24. But see *People v. Castro*, *supra* note 2.

²⁸ *State v. Schwartz*, 447 N.W.2d 422, 428 (Minn. Sup. Ct. 1989).

²⁹ Minnesota statute now requires the application of the relevancy standard in determining the admissibility of DNA testing. Minn. Stat. Sec. 634.25 (1989).

³⁰ *Supra* note 2.

³¹ For detailed discussions of the DNA identification process, see John W. Hicks, "DNA Profiling: A Tool for Law Enforcement," *supra* note 1; and Thompson and Ford, "DNA Typing: Acceptance and Weight of the New Genetic Identification Tests," 75 *Va. L. Rev.* 45 (1989).

FBI Law Enforcement Bulletin

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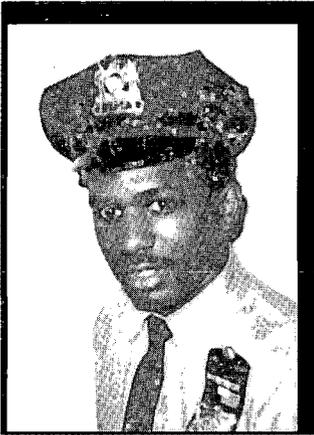
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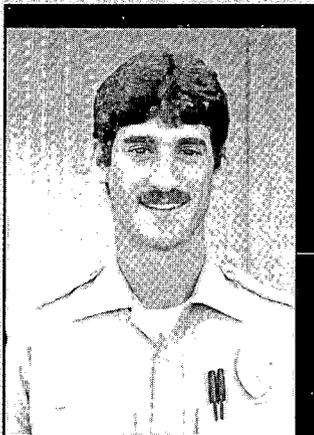
Law enforcement officers are challenged daily in the performance of their duties; they face each challenge freely and unselfishly while answering the call to duty. In certain instances, their actions warrant special attention from their respective departments. The *Bulletin* also wants to recognize their exemplary service to the law enforcement profession.



Officer Egerton

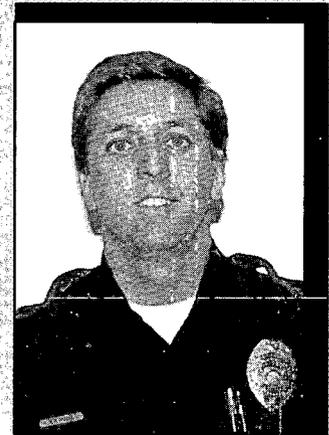
Officer Jeff Egerton of the New York City, New York, Hospital Police Department pursued an escaped prisoner and aided in his capture and arrest. The prisoner was being treated, when he forced his way past the officer guarding him. Both the guarding officer and Officer Egerton followed in pursuit of the escapee. Although unarmed, Officer Egerton traced the fugitive to a nearby schoolyard and stayed there until reinforcements arrived. Then, he assisted in arresting the fugitive.

Officer Rick Kamstra of the Indio, California, Police Department was involved in a crisis situation with a suicidal subject who had climbed a communications tower and was threatening to jump. After assessing the scene, Officer Kamstra requested a ladder truck so that he could climb to the subject, who was about 50 feet above the ground. He then positioned himself near the subject and observed that he was disoriented and hallucinating. After calmly talking with the subject for 30 minutes, Officer Kamstra convinced him to come down from the tower.



Officer Talvy

Officer Larry Talvy, a member of the Sedona, Arizona, Police Department, saved the life of a 70-year-old man who had suffered a heart attack. Officer Talvy was on routine patrol when a young child informed him that a man had passed out in the yard of his residence. After responding, Officer Talvy administered CPR until paramedics arrived to transport the man to the hospital.



Officer Kamstra

