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S. Hrg. 98-513

SERIAL MURDERS

HEARING

BEFORE THE

SUBCOMMITTEE ON JUVENILE JUSTICE

OF THE

COMMITTEE ON THE JUDICIARY

UNITED STATES SENATE

NINETY-EIGHTH CONGRESS

FIRST SESSION

ON

PATTERNS OF MURDERS COMMITTED BY ONE PERSON, IN LARGE
NUMBERS WITH NO APPARENT RHYME, REASON, OR MOTIVATION

JULY 12, 1983

Serial No. J-98-52

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(III)
NCJRS

JUL 23 1984

ACQUISITIONS

SERIAL MURDERS

TUESDAY, JULY 12, 1983

U.S. SENATE,
SUBCOMMITTEE ON JUVENILE JUSTICE,
COMMITTEE ON THE JUDICIARY,
Washington, D.C.

The subcommittee met at 9:34 a.m., in room SD-236, Dirksen Senate Office Building, Hon. Arlen Specter (chairman of the subcommittee) presiding.

Present: Senator Hawkins.

Staff present: Steve Johnson, counsel; and Jay Howell, investigator.

OPENING STATEMENT OF HON. ARLEN SPECTER, A U.S. SENATOR FROM THE STATE OF PENNSYLVANIA, CHAIRMAN, SUBCOMMITTEE ON JUVENILE JUSTICE

Senator SPECTER. Good morning, ladies and gentlemen. The hearing will now proceed.

This is the Subcommittee on Juvenile Justice of the Judiciary Committee, and we welcome this morning the distinguished Senator from Florida, Mrs. Hawkins, who has been a leader in the efforts to protect missing children. It is a pleasure to have her here. Senator Hawkins is very energetic, has many committee assignments, but finds time for the Judiciary Committee, and for that we are grateful.

The subject matter of today's hearings is serial murders, which is a very distressing and unique phenomenon, on the rise on the American criminal scene today. Serial murders are a pattern of murders committed by one person, in large numbers with no apparent rhyme, reason, or motivation. Statistics on homicides in the United States have shown that the vast majority—some 70 percent—of homicides are committed by family members or acquaintances. Motives are usually apparent, and the police have traditionally maintained a very high rate of homicide solutions in this country.

There is a rising pattern of serial murders which suggest no justification and no explanation, and they are a major problem. We have a very distinguished panel of experts today who can shed light on this subject, with a view to developing patterns and procedures to apprehending these murderers before they have victimized 8, 10, 12, or 20 victims. That is the purpose of this hearing.

[Letter to Hon. William H. Webster, Director, FBI, with questions and the subsequent responses:]

STROM THURMOND, S.C., CHAIRMAN
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United States Senate

COMMITTEE ON THE JUDICIARY
 WASHINGTON, D.C. 20510

April 26, 1983

Honorable William H. Webster
 Director
 Federal Bureau of Investigations
 U.S. Department of Justice
 Washington, D.C. 20530

Dear Judge Webster:

In the past several months the Subcommittee on Juvenile Justice has been examining the concept of a tracking system which would collect and disseminate information concerning pattern or serial murders. Such a system would solicit and analyze information concerning random and senseless murders, attempted murders, and the kidnapping of children. It would, of course, focus on random crimes rather than violence among family members or acquaintances.

The information would be systemitized by state and local police agencies based upon evidence of one of the specified crimes. This data would be analyzed at a central location and compared with similar assaults. Where a possible connection is identified, two or more agencies could be linked-up in their investigations.

The concept appears to have great merit. I request the Bureau's assessment of:

- (1) the need for such a system to track and analyze serial murders;
- (2) whether such a system should be a separate organization, or a part of the Behavioral Science Unit at the FBI Academy at Quantico, Virginia, and why;
- (3) the cost of such a program if it were a part of the Behavioral Science Unit;
- (4) how soon such a program could be implemented; and
- (5) whether such a system should include data concerning convicted murderers.

As always, I appreciate your present attention to these issues. I look forward to working with you to establish meaningful tools to assist the entire law enforcement community.

Sincerely,

Ar
 Arlen Specter

AS/jec



U.S. Department of Justice

Federal Bureau of Investigation

Office of the Director

Washington, D.C. 20535

September 23, 1983

Honorable Arlen Specter
 Chairman, Subcommittee on
 Juvenile Justice
 Committee on the Judiciary
 United States Senate
 Washington, D.C. 20510.

Dear Mr. Chairman:

By letter dated April 26, 1983, you advised that the Subcommittee had been examining the concept of a system which would collect, analyze and disseminate information concerning pattern or serial murders. In that communication, you requested the FBI's assessment of the need for the system, where it should be located, its costs, etc.

As you know, the FBI has also been evaluating the type of system you suggested as an extension of the work that is currently performed by the Behavioral Science Unit at the FBI Academy. Since your letter was received, FBI representatives have participated in several meetings in which the make-up of the system, its costs, and capabilities were discussed. Some of the questions you raised were also discussed during the hearing before the Subcommittee on Juvenile Justice on July 11, 1983 at which time SA Roger L. Depue, Chief of the Behavioral Science Unit, testified. Following the hearing, Senator Hawkins and you directed a letter to the Attorney General on July 21, 1983, urging implementation of a Violent Criminal Apprehension Program (VI-CAP) as soon as possible. Although some aspects of the design of the program have yet to be fully analyzed, I believe that the attached responses to your inquiries will provide you with the most complete information available to date concerning the implementation of the system.

If I can be of any further assistance, please do not hesitate to contact me.

Sincerely yours,

Bill
 William H. Webster
 Director

Enclosure

1 - Assistant Attorney General
 Office of Legislative Affairs
 Department of Justice

Question 1:

What is the FBI's assessment of the need for a system to track and analyze serial murders?

Answer:

The FBI believes that there is a need for a system to identify homicides with similar characteristics, to link the cases together, and to track the murders so that the identification, location, and apprehension of the perpetrator(s) can be accomplished more rapidly.

The FBI Uniform Crime Report for 1981 shows an estimated total of 20,053 murders. Of the 20,053 murders reported to the FBI, statistics reveal that in 15.5% of the cases the murder was committed by a stranger; in 29.6% of the cases the relationship of the murderer to the victim was unknown. The statistics also reveal that in 17.8% of the cases the motive for the murder was unknown. In that year, 28% of the murders were not cleared by the arrest of the perpetrator. While these statistics do not reveal how many of the homicides were committed by serial murders, information from law enforcement agencies throughout the country indicates that serial murders are increasing.

Regarding the need to "analyze serial murders", there has been a pressing need to conduct research into the personality of the serial murderer from the law enforcement perspective for many years. In 1978, the FBI's Behavioral Science Unit and carefully selected consultants embarked upon a research project designed to analyze the crimes and personalities of the most notorious serial killers and mass murderers incarcerated in the United States. The results of this research, which include over forty in-depth interviews by Special Agent Behavioral Scientists of mass and serial murderers, is providing the FBI with a great deal of insight into the cognitive, emotional and behavioral processes of these killers leading to a more accurate analysis and interpretation of their crimes and an improvement in investigative techniques such as criminal personality profiling. This research project will be completed by October, 1984.

Question 2:

Should such a system be a separate organization, or a part of the Behavioral Science Unit at the FBI Academy at Quantico, Virginia, and why?

Answer:

The FBI suggests that the system could most rapidly and economically come into being as part of the Behavioral Science Unit at the FBI Academy at Quantico, Virginia.

The FBI, through its Behavioral Science Unit at the FBI Academy, is currently accomplishing certain aspects of this proposed system. For example, the Crime Analysis and Criminal Personality Profile Program of the Behavioral Science Unit furnishes direct investigative support and consultation upon request to the law enforcement community in cases where criminal behavior is considered to be particularly unusual, vicious, or bizarre. The majority of requests involve complex homicide cases where all logical investigation has been completed and no viable suspect has been identified. Cases often have multiple victims and sometimes involve more than one law enforcement agency. These homicide cases are analyzed by examining crime scene photographs, police reports, autopsy reports and photographs, laboratory reports, witness statements, and any other pertinent information available. The analysis is followed by a

behavioral interpretation of the crime scene. A hypothesis is formulated about how and why the crime occurred. A profile of the perpetrator is constructed and a written report is sent to a field office Profile Coordinator for dissemination to the requesting agency. The profile usually sets out both physical and personality characteristics of the hypothetical unknown offender. The profile is useful in narrowing the focus of the investigation and in directing consideration towards persons who possess characteristics of known offenders who have been responsible for similar crimes in the past. The profile frequently provides investigators with new leads. When the suspect is identified, investigators can also consult with the Behavioral Science Unit regarding personality assessment, intelligence gathering, planning arrest and searches, and interview techniques. Prosecutors have contacted the Behavioral Science Unit for assistance in planning prosecutive strategy.

The work of the Behavioral Science Unit could be expanded to include the capability of identifying unsolved homicides with similar characteristics, linking them together, developing patterns and tracking perpetrators.

Furthermore, the FBI has contact with virtually every law enforcement agency in the nation by virtue of its investigative jurisdiction, support services, publications and training programs. The FBI Training Division reaches literally thousands of law enforcement officers and executives each year with its programs and its staff maintains liaison with, and membership in, numerous important professional organizations. Finally, the Academy is conducive to analysis, research and support functions with its Learning Resource Center, laboratories, conference rooms, and additional related areas of expertise.

Question 3:

What would be the cost of such a program if it were a part of the Behavioral Science Unit?

Answer:

At a conference held during the period of July 12-14, 1983, at the Criminal Justice Center, Sam Houston State University, representatives from the Office of Juvenile Justice and Delinquency Prevention, Department of Justice, Violent Criminal Apprehension Program (VI-CAP), federal, state and local law enforcement agencies, and other interested parties met to discuss various violent crime issues, especially serial murders, and a plan was made for the establishment of a National Center for the Analysis of Violent Crime (NCAVC). NCAVC would be a law enforcement oriented behavioral science resource center designed to assist all law enforcement agencies dealing with serious, unsolved violent crimes of a psychopathological nature. The center would include training, research and development, criminal personality profiling and VI-CAP functions. An estimate of cost was prepared by Mr. Pierce Brooks, originator of the VI-CAP concept, and Special Agent Roger L. Depue, Unit Chief, Behavioral Science Unit.

Details of the NCAVC and its adjusted estimated cost are as follows:

The NCAVC would involve expanded programs in training, research and development, criminal personality profiling, and VI-CAP. Personnel to staff the project would include the following positions:

Training Program

The additional training to acquaint the law enforcement community with NCAVC and its services would be accomplished by the current instructional staff of the Behavioral Science Unit, which consists of nine Supervisory Special Agents and one Homicide Specialist Support instructor.

Research and Development Program

Four Investigative Special Agents
Four Police Investigators (NCAVC Interns from major police departments)

Expanded research designed to gain insight into the criminal mind will include the following projects:

1. Serial Murderer Personality Research
 - A. Phase I. A current grant awarded to Behavioral Science Unit consultants led by Dr. Ann Wolbert Burgess, City of Boston, Department of Health and Hospitals, will be completed in October, 1984. It involves the interviews of 35-50 convicted serial murderers.
 - B. Phase II. This grant proposal has been prepared. It involves the analysis of 600 cases currently on file in the Behavioral Science Unit to identify crime scene and MO variables which are critical to profiling.
 - C. Phase III. This grant proposal has been prepared. It involves an analysis of the profiling process to eventually produce a step-by-step profiling technique which can be taught to the law enforcement community. It will result in a training program.
2. Serial Rapist Research

This grant proposal is being prepared. It will involve the interview of 35-50 convicted serial rapists.
3. Sexual Exploitation of Children and Pedophile Research

This grant proposal is being prepared. It will involve the interviews of 35-50 convicted repeat child molesters.
4. Other criminal personalities which could be targeted for research include arsonists, kidnapers, extortionists, and major case fugitives.

Criminal Personality Profiling Program

Four Investigative Special Agents
Four Police Investigators (NCAVC Interns from major police departments)

Through the Criminal Personality Profiling Program, the NCAVC will expand the investigative support presently offered by the FBI Training Division's Behavioral Science Unit so that every serial murder case identified in the VI-CAP screening process will be immediately forwarded to the Criminal Personality Profiling Program for behavioral science action such as analysis, interpretation, profiling and case coordination as necessary.

Violent Criminal Apprehension Program

One Supervisor
One Chief Analyst
Five Programmers
Two Crime Analysts
Two Homicide Specialists
One Data Entry Employee
One Support Employee

There are approximately 6,300 unsolved homicides recorded in the United States each year. If a homicide is not cleared by arrest within the first 72 hours, the probability that the case will be solved begins to drop rapidly and significantly. The VI-CAP program will set into motion the mechanism for the eventual analysis of the facts surrounding every unsolved homicide reported in the country. Some of these crimes are the work of serial murderers who are highly mobile. Details of homicides which are the same or similar will be looked for, cases in different jurisdictions will be linked together, patterns and trends will be identified, so that a coordinated approach aimed at the early identification, location and apprehension of the serial murderer can be undertaken. Other cases will be forwarded to specialized units for additional analysis, i.e., the Criminal Personality Profiling Program, psycholinguistic examination, etc.

Once established, the techniques for linking similar cases together and for identifying patterns and trends will be directed toward other serial crimes of violence which are committed by highly mobile offenders.

Estimated Cost
National Center for the
Analysis of Violent Crime

| | <u>First Year</u> | <u>Second Year</u> |
|---|-------------------|--------------------|
| Personnel | | |
| Training Program (Behavioral Science Unit in place) | | |
| Research Program | | |
| Two Special Agents, GS-13 | | |
| One Special Agent, GS-12 | | |
| One Special Agent, GS-11 | | |
| Four Police Interns | | \$15,000 |
| Research Program Total | \$194,000 | |

Estimated Cost (Cont.)
National Center for the
Analysis of Violent Crime

| | | |
|-----------------------------------|--------------------|--------------------|
| Profiling Program | | |
| Two Special Agents, GS-13 | | |
| One Special Agent, GS-12 | | |
| One Special Agent, GS-11 | | |
| Four Police Interns | | 15,000 |
| Profiling Program Total | 194,000 | |
| VI-CAP Program | | |
| One Supervisor | | |
| One Chief Analyst | | |
| Three Programmers | | |
| Two Programmers | | 76,000 |
| Two Crime Analysts | | |
| Two Homicide Specialists | | |
| One Data Entry Employee | | |
| One Support Employee | | |
| VI-CAP Program Total | 455,000 | |
| Consultants | 25,000 | |
| Personnel Total | 868,000 | 974,000 |
| Equipment (Hardware and Software) | 175,000 | |
| Building Renovation | 250,000 | |
| | <u>First Year</u> | <u>Second Year</u> |
| Advisory Board | \$24,000 | \$24,000 |
| On-Site Consultation | 25,000 | 25,000 |
| Training | 364,000 | 256,000 |
| First Year Total | \$1,706,000 | |
| Second Year Total | \$1,279,000 | |
| Grand Total | <u>\$2,985,000</u> | |

Question 4:

How soon could such a program be implemented?

Answer:

When funded, the FBI estimates that the program, as outlined above, would take approximately nine months to become operational.

NCAVC would be separate and distinct from NCIC. An NCIC terminal would exist in the center so that violent crime analysts could work in a coordinated way with NCIC to obtain information regarding missing persons, unidentified dead and other records as necessary, but NCAVC would be a behavioral science oriented resource primarily with its own data processing support capability. The NCAVC will not require a high speed telecommunications system especially in the early stages of development. A time period would be established for submission of data on unsolved homicides which allows for completion of the crime scene investigation, autopsy, and other examinations vital to conducting a proper analytical process. At that point, the investigative agency would be required to complete VI-CAP forms and submit the information to NCAVC through the existing intra-Bureau correspondence system, the U. S. Postal Service, or other responsible commercial delivery systems.

The information submitted would be analyzed by VI-CAP personnel. Some of the data would be entered into a computer for analysis and matching with characteristics of other crimes in the data base. A narrative segment of the form and possibly photographs would be scrutinized. Profilers would be called in as deemed appropriate. If the case was linked to others, or if the case was appropriate for profiling and proactive investigative techniques, the police department would be immediately notified by telephone and a cooperative investigative effort would be initiated. When the NCAVC data processing system has been developed and refined, and ongoing research projects have been completed, the importance of speed may increase and reveal the need of the assistance of a high speed telecommunications system like NCIC.

Question 5:

Should such a system include data concerning convicted murderers?

Answer:

Recidivism of known serial murderers is not a serious problem since they receive lengthy sentences in most instances; however, such a system could retain the modus operandi (MO) data on solved crimes of murderers for matching with MO's of unsolved crimes. This is one of the factors being considered in developing the final design of the suggested system. However, it is not essential to the overall success of the proposed program.

Senator SPECTER. At this time, I would like to defer to my colleague, Senator Hawkins.

**OPENING STATEMENT OF HON. PAULA HAWKINS, A U.S.
SENATOR FROM THE STATE OF FLORIDA**

Senator HAWKINS. Thank you, Mr. Chairman. I really appreciate your cooperation and the opportunity to work with you on any subject, but especially this one which I feel is a great effort in addressing one of America's most horrible tragedies.

I am proud that our work together in the past has resulted in significant improvements in our law enforcement system and in those agencies which are chartered to serve the public. I want to commend you for conducting these particular hearings on pattern or serial murders, and I am hopeful that we can again move the system forward to address the needs of children, these families, and the victims of crime.

When I first began this investigation into the problem of missing and exploited children over 2 years ago, I had no idea of some of the very unique types of tragedies that we would uncover. As we began to examine some of the notorious cases involving the multiple murders of children, we discovered that the pattern or serial murders was taking a significant toll upon victims and communities alike. I am pleased that our staffs have been so diligent and that our investigation has led us to a positive response to these horrible tragedies.

Some of the cases of multiple murders are well known and we may hear discussion today about the tragedies that occurred in Atlanta, Houston, Chicago, and Los Angeles. In addition, many of us are aware of the multiple murder sprees conducted by individual defendants like Theodore Bundy, Richard Speck, and John Wayne Gacy.

However, Mr. Chairman, our investigation revealed that this problem runs much deeper into the fabric and substance of law and order throughout the United States. For every well-known case that has gained national attention, there are many cases known only to the citizens who have followed the tragedies in their communities. Unfortunately, for every Atlanta there is also a Birmingham, Mich., where 7 young children between 10 and 16 years of age were brutally murdered during a 14-month period in 1976 and 1977. No one has been charged with those crimes and the killer is still at large. For every Ted Bundy who has gained national notoriety, there are dozens of unknown killers who have been responsible for untold deaths.

For some reason, Mr. Chairman, my own State of Florida has been particularly hard hit by these multiple or pattern murderers. Ted Bundy was finally apprehended and given three separate death sentences for the murders he committed in the State of Florida. Not everyone in my State is aware that Gerald Eugene Stano cut a path of murder and bloodshed across the State of Florida from 1973 until 1982. Since his apprehension and arrest by a dedicated homicide investigator, Sgt. Paul Crow, of the Daytona Beach Police Department, Stano has reportedly admitted to the murder of

39 women. Almost all of those crimes were committed in my State of Florida.

During our investigation we also learned that no one truly knows the extent of the multiple murder problem. Many of the individual homicide investigators are unaware that they are tracking the same killer who committed similar crimes in other communities around their State and, in some cases, in other parts of the United States.

During the course of our investigation of the cases of missing and murdered children throughout the United States, in our work with John Wayne Gacy, we came upon a system which could track and solve these multiple murder crimes. I am particularly proud to appear today to welcome the dedicated citizens and experienced professionals who understand the effects and implications of this type of crime better than anyone else. They are strong advocates for the development of such a program. This is a system that this country needs and needs now. Let me give you just one specific illustration of why a system to track multiple murderers and pattern crime is essential.

Today we will again hear from my good friend, John Walsh, of Hollywood, Fla., whose young son, Adam, was brutally murdered in the summer of 1981 in south Florida. Since that time, John and I have worked together continuously to increase this country's awareness of the tragedy of missing and murdered children and to try to correct the gaps that we found in our law enforcement system. While I was on a short break, as you were, I watched John Walsh in my State lecturing the parents, making a statewide tour in my State, lecturing the public, and he and his wife Reve have become dedicated advocates of child safety and protection. As a result of the brutal slaying of John's young son, our own congressional investigators began to closely watch murders being committed all over the United States to determine if there were any similarities between Adam's murder and other crimes being committed in other communities. We hoped that we might be able to find information which would lead us to his killer.

Unfortunately, in a large Midwestern city, in February of this year, another young child was the victim of a similar brutal crime. When we investigated further, we learned that there was evidence suggesting a possible connection between the Midwestern city and south Florida. We have passed that information on to the homicide investigators who are working the cases in their respective cities. As we had feared, neither investigative unit was aware of the other murder.

Mr. Chairman, it is exactly this kind of situation that we must correct. In 1981 as many as 3,600 murders were classified as random and senseless. This is an epidemic of a particular kind of crime.

The system to track and analyze multiple murders and violent crime is called VI-CAP—violent criminal apprehension program. We owe a debt of gratitude to its creator, Pierce Brooks, who is here with us today. He is a dedicated police officer with many years experience in homicide investigations and police science. He has designed this system to solve the random and senseless murder and the criminal abduction of young children. By its very nature,

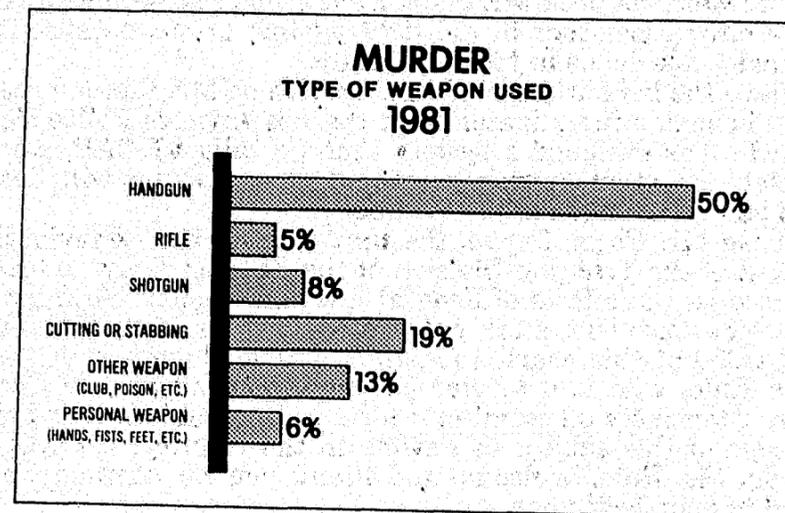
this is a solution that must be funded and managed at the Federal level.

I am happy to see Ann Rule here of Seattle, Wash. She is a journalist and former policewoman who will give us insight into the realities of the multiple murder.

The testimony that we will hear from the Federal Bureau of Investigation is particularly instructive. I am extremely impressed with the sophisticated scientific work their Behavioral Sciences Unit is doing at the Quantico Academy. This is the type of thorough analysis that is needed as a resource for local law enforcement to profile and analyze these violent criminals. It would be my hope that the Behavioral Science Unit would be able to work hand in hand with the tracking system to analyze serial murders. Mr. Chairman, let me say in conclusion that I believe most of our citizens and lawmakers in this country believe that we already have a system to track, compare, and analyze multiple pattern murders. The sad fact is that we do not. I hope that through these hearings here today, we can increase awareness as to this critical need in our Federal Government to fund, and I repeat again it must be funded, and then we have to support this vital law enforcement tool. Through these hearings, and others that I hope we will have, we are going to advance the day when our families and our communities and our children will be safe.

Thank you, Mr. Chairman.

[The following were submitted by Senator Hawkins for the record:]



Murder Circumstances/Motives, 1977-1981

| | 1981 | 1980 | 1979 | 1978 | 1977 |
|--|--------|--------|--------|--------|--------|
| TOTAL | 20,053 | 21,860 | 20,591 | 18,714 | 18,033 |
| PERCENT* | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 |
| FELONY TOTAL | 17.2 | 17.7 | 16.9 | 16.7 | 16.7 |
| Robbery | 10.4 | 10.8 | 10.5 | 10.2 | 9.9 |
| Narcotics | 1.8 | 1.7 | 1.9 | 1.7 | 1.7 |
| Sex Offense | 1.4 | 1.5 | 1.6 | 1.4 | 1.7 |
| Other Felony | 3.6 | 3.7 | 2.9 | 3.3 | 3.4 |
| SUSPECTED FELONY | 5.5 | 6.7 | 5.3 | 5.6 | 5.9 |
| ARGUMENT TOTAL | 42.2 | 44.6 | 42.9 | 45.5 | 46.6 |
| Romantic Triangle | 2.5 | 2.3 | 2.4 | 2.7 | 2.8 |
| Influence of Alcohol and/or Narcotics† | 4.1 | 4.8 | 4.5 | 5.3 | 5.3 |
| Property or Money | 3.0 | 2.6 | 3.0 | 3.5 | 3.2 |
| Other Arguments | 32.5 | 35.0 | 33.0 | 33.9 | 35.2 |
| OTHER MOTIVES OR CIRCUMSTANCES | 17.1 | 15.9 | 17.2 | 18.3 | 16.6 |
| *** UNKNOWN MOTIVES | 17.8 | 15.1 | 17.7 | 13.8 | 14.2 |

*Because of rounding, percentages may not add to totals.
†Murders committed during arguments while under influence of narcotics are not counted in felony murders.

Arguments resulted in 42 percent of all murders, while 17 percent occurred as a result of felonious activities such as robbery, rape, etc. Six percent were suspected to be the result of some felonious activity. The accompanying table shows murder circumstances/motives for the past 5 years.

Clearances

The clearance rate for murder in 1981 was higher than for any other Crime Index offense. Nationwide, law

enforcement agencies were successful in clearing 72 percent of the murders occurring in their jurisdictions.

City law enforcement agencies cleared 71 percent of the murders during the year, while those in suburban areas and rural counties cleared 72 and 77 percent, respectively. In 1981, persons under 18 years of age accounted for 4 percent of the willful killings cleared by law enforcement in cities, 5 percent of those cleared in rural counties, and 6 percent of those cleared in suburban areas.

Persons Arrested

From 1980 to 1981, murder arrests for all ages and for persons 18 years of age and over increased 8 percent. Arrests of persons under age 18 rose 7 percent during the same period.

In 1981, of all persons arrested for murder, 43 percent were under 25 years of age, with 9 percent of the total being 17 or younger. The 18- to 24-year age group showed the greatest involvement in this offense, accounting for 34 percent of the total 1981 murder arrests.

Whites comprised 50 percent of the total arrestees for murder in 1981; Blacks made up 49 percent; and the remainder were of other races. The collection of statistics regarding ethnic origin was initiated in 1980; and according to the 1981 data reported to the UCR Program, 24 percent of the juvenile arrestees, 15 percent of the adult arrestees, and 16 percent of the total arrestees were of Hispanic ethnicity.

Senator SPECTER. Thank you very much, Senator Hawkins.

We now turn to our distinguished panel. As Senator Hawkins noted, we welcome back Mr. John Walsh, who has become a leader, really a citizen crusader in the fight against crime, because of the very tragic experience in his own family.

We have the benefit today of having with us Mr. Pierce Brooks, a veteran homicide investigator from the Los Angeles Police Department, who has designed a system that he calls VI-CAP, standing for violent criminal apprehension program, and he will describe that to us in the course of his testimony.

We have Mr. Roger Depue, the unit chief of the Behavioral Science Unit of the Training Division of the FBI Academy, to bring us up to date on the efforts of Federal law enforcement. And we have had a very excellent staff preparation by Mr. Jay Howell and others, who put this hearing together. Our lead witness is going to be Ann Rule, who is a former policewoman and author who has written extensively on serial murders, and probably has as broad a knowledge of this subject as anyone in the country. We will start with you, Ms. Rule. Welcome and thank you for coming; we look forward to your testimony.

STATEMENTS OF PANEL CONSISTING OF ANN RULE, SEATTLE, WASH.; JOHN WALSH, HOLLYWOOD, FLA.; AND PIERCE BROOKS, VIDA, OREG.

Ms. RULE. Thank you. I am very happy to be here and very grateful to what both of you have already done to help in this problem.

Would you like to ask me questions or would you like to hear—

Senator SPECTER. Well, the first I would ask whether you can give us an outline of what serial murders are, and a brief historical background of the nature of that problem in the country today?

Ms. RULE. The serial murderer, as opposed to the mass murderer, sometimes the terms are interchanged, a mass murderer would be someone like Howard Unruhs who moved through Camden, N.J., in 1949 and shot 13 people in one spate of violence; or Charles Whitmans from the Texas Tower, or even Richard Speck who killed, I think, eight nurses in one night.

The serial murderer is—I should not say a man, but it invariably is a man, someone who kills one after another, sometimes a month apart, sometimes years apart.

Senator SPECTER. You say invariably a man?

Ms. RULE. I have yet to come across a female serial murderer unless you consider the female poisoners who do get away for years and years.

Senator SPECTER. Well, they are certainly entitled to consideration.

Ms. RULE. Yes. The thing that I have found about the serial murderers that I have researched, they travel constantly, they are trollers, while most of us might put 15,000 to 20,000 miles a year on our cars, several of the serial killers I have researched have put 200,000 miles a year on their cars. They move constantly. They may drive all night long. They are always looking for the random

victim who may cross their path. Most of them have a victim type. Ted Bundy looked for slim, pretty, young women with long dark hair parted in the middle. So by matching this victim's profile, this would be one of the items that we would use in a computer program. They often are charming, they are invariably, at least of normal intelligence, and usually they are brilliant, highly manipulative and literally without conscience. It is like I am OK, you are not OK, therefore what I do to you does not matter.

Senator SPECTER. What makes a serial murderer tick? What sets him or her off and what motivates their continuing acts of violence?

Ms. RULE. I think the motivation stems from childhood. I am certainly not an expert. I have now written five books on serial murderers. They grow up lacking conscience. Something has happened to them, probably before the age of 5. They are full of rage. Outwardly they demonstrate a facade of tremendous ego; inwardly they do not feel that competent or worthwhile. Many of them live constantly with cruel fantasies and they may start with their crimes a year or so apart and with each one that I have researched, they accelerate.

Some men, for instance Randall Brent Woodfield, who was an All-American boy from Oregon, Green Bay Packers draft choice, very handsome, raped and killed women from northern California up into almost the Canadian border, along the I-5 freeway, in the end with a frequency every day, and then twice a day.

Senator SPECTER. Serial murders appears to develop a fixation with a certain kind of a victim, and under a certain pattern.

Ms. RULE. Yes.

Senator SPECTER. In terms of origin, some have theorized that there is some early behavioral trait; somewhere there was an attraction to the slender girl who parted her hair in the middle, or somewhere there was anger which led to the patterns of rape.

What observations or conclusions have you come to on the issue of motivation?

Ms. RULE. I think it does go back to childhood, and I hate to say it, as a mother of five myself, but the ones that I have researched so far who have killed women harbor either an excessive dependency on their mother and never being able to please her, or a hatred for their mothers. I may—the next killer that I research, I may find he had a wonderful mother and loved her, but it has not happened so far.

Senator SPECTER. What can we learn from our experiences? What should law enforcement do to establish procedures and patterns to deal with these people who engage in patterns of violence? What is your recommendation?

Ms. RULE. Well, first of all, we have to stop them, the ones who are now moving through the country, because we have to save innocent victims. In the case of Ted Bundy, which in a very bizarre fashion, Ted Bundy was my partner at the Crisis Clinic in Seattle, so here was a serial killer that I knew firsthand before, during and after the crimes. Ted is so dangerous, just as the rest of them are, but Ted started in Seattle, allegedly killed eight women, moved to Colorado, started all over again.

When we are talking about a clean slate and a fresh start in this context, it is chilling because every time these men move to a new territory, maybe two States away, they are starting over. The police there do not recognize the pattern. Police in Utah did not know what was happening in the State of Washington. Ted then moved up to Colorado, he may have killed up to nine women in Colorado. Of course, he was eventually caught on a fluke, accidentally for erratic driving, escaped from jail, went to Florida where he wrote to me after he was captured, and he said I planned for my freedom for 2½ years, I have had it and I lost it through a combination of compulsion and stupidity. I think compulsion is the operative word because Ted got into Florida, within 6 days he had killed two young women in the Chi Omega Sorority house, bludgeoned two more, and then ran half a block and almost bludgeoned to death another girl.

The thing that shocked me when Ted was caught in Pensacola, they had no idea who they had. Ted had just made the FBI's 10-most-wanted list, but the detectives in Florida had no idea about the crimes in Colorado, the crimes in Utah, the crimes in Washington.

Senator SPECTER. Had law enforcement officials there concluded that these eight murders were the result of one man's activity?

Ms. RULE. Not until the fourth murder had occurred.

Senator SPECTER. But beyond that point, they attributed them to one person?

Ms. RULE. Beyond that point, they were quite sure. However, in the beginning, they thought that they had some sort of weird devil cult that was sacrificing women.

Senator SPECTER. And how did he finally make the FBI's most wanted list?

Ms. RULE. When he escaped from jail in Glenwood Springs, Colo., he was due to go on trial for murder on the 9th of January.

Senator SPECTER. And was the charge there one of these pattern killings?

Ms. RULE. Yes.

Senator SPECTER. At that time, had it been determined that he was probably responsible for this series of killings?

Ms. RULE. Absolutely. These men kill in the same manner too. With Ted it was a bludgeoning to the left side of the head and strangulation by ligature. They rarely vary their pattern of killing, which is another thing that could go into the computer.

Senator SPECTER. Well, if these traits were fed into the computer and available for local law enforcement officials, is it your judgment that that would give an appropriate clue to local law enforcement, enabling them to pick up on these types of perpetrators?

Ms. RULE. It would help so much. You cannot say absolutely.

In Ted's case, I think we could not have saved the girls in Washington. I think we might have saved the last two girls in Utah if Utah authorities had been able—all the computer intends to do is to put the two jurisdictions together and say, look, we have had crimes here, they have had crimes there, and it looks kind of similar. Maybe you had better get together and talk.

Senator SPECTER. Do you have any suggestions beyond the use of the computer?

Ms. RULE. No, because I have the highest respect for a detective, and as far as I can see, they are doing everything that they can right now. But they are so blocked by lack of information.

Senator SPECTER. Senator Hawkins.

Senator HAWKINS. Ann, can you give us some examples of how these crimes are typically solved?

Ms. RULE. Yes. And when I went to pull out crimes, the sad thing was not to find enough crimes but that there were so many cases that I had to choose some from among them.

TED BUNDY

Ted Bundy was caught on a fluke because he happened to be driving through the neighborhood of a Utah State trooper at 3 a.m. The trooper knew everybody in his neighborhood and wondered what this little Volkswagen was doing there. So he was coming off duty and he just pulled in behind Ted's car. Immediately Ted's car took off and there was a chase. They thought originally they had only a cat burglar, possession of burglary tools, because Ted had some very strange items in the front seat of his car, including burglary tools and a pantyhose mask.

There again, as things began to snowball, they put him in a lineup and he was identified as the kidnaper and probably a murderer of one of the girls in Utah.

KENNETH BIANCHI

Kenneth Bianchi allegedly the "Hillside Strangler," is alleged to have killed 21 young women in Los Angeles. He moved in 1978 up to Bellingham, Wash., which is a much smaller town, far removed from Los Angeles. Two young women were killed in Bellingham; MO almost identical to the cases in Los Angeles. However, again, it was luck. Chief Terry Mangan of the Bellingham Police Department, an ex-priest, who had been a reserve police officer in the Los Angeles area, recognized the MO only because he had lived there. Without Terry Mangan putting those two together accidentally, I think Kenneth Bianchi would have gone on to kill many more women in the Washington area.

GARY ADDISON TAYLOR

Gary Addison Taylor started attacking women in Florida when he was about 13 years old, by beating them when they got off buses. He moved to Michigan and became known as the Birmingham Sniper. He was put into a hospital for the mentally criminally insane. Over the years, he seemed to improve. He was released as an outpatient—no. First, he went on furlough and raped and attacked several women; then he was released as an outpatient, told that he must take his medicine, which historically paranoid schizophrenics do not do, told that he must report in every week, which he did not do. Allegedly he was entered into the NCIC computer, but there was a mistake made. He was not in the computer. He moved eventually to Seattle, Wash., where he kidnaped and killed a young bride, the daughter of a good friend of mine. The police brought him in because he had been a neighbor, and they checked

the computers, there was no warrant out for that man. They had to let him go, and they said, Ann, we talked to him and the sweat was running down his face, we knew he knew something but he would not tell us anything. They let him go. He went down into Texas, killed two more women, raped, I think, six more women, was caught finally in Texas and then traced to the murder of three women in Michigan. Again caught because he had applied, gone to an apartment house and roughed up the young woman manager. Then they traced back, here was a man who had no business being out, who had hated women for 25 of his 42 years.

CORIL WATTS

Coril Watts was a suspect in many crimes against women in Michigan, when women began to turn up murdered in Houston in 1982, I believe it was. We were having a VI-CAP meeting in Huntsville, and Capt. Robbie Robertson, who also investigated the Birmingham, Mich., children's cases, said that sounds like Coril Watts, and called the Houston police. Again a case of an accident, a fluke, because Robbie happened to be in Huntsville, Tex., at the time that the murders of young women were in the news in Houston.

I could go on. I could go on probably for 8 hours.

Senator HAWKINS. Your answer to me is that they are accidentally caught as a fluke on something else?

Ms. RULE. Yes, exactly. And that makes us think how many are not caught.

Senator HAWKINS. Would assistance such as VI-CAP have affected the course of Ted Bundy?

Ms. RULE. I think VI-CAP would have saved 14 to 15 young women's lives at the very least if we had had VI-CAP in operation.

Senator HAWKINS. What do you think the attitude is of the citizens as to the need for a system like this? Do you feel, No. 1, that they feel it is already in place?

Ms. RULE. I have asked people, I have talked about VI-CAP to laymen, and they say, oh, we already have something like that, I saw it on television. Well, what you see in a fictionalized television crime drama and what really exists are two different things.

Most people think NCIC is the answer to everything, to every bit of criminal information in the world is in NCIC.

The other attitude of most laymen is they do not want to think about it because if it has not happened to them, they prefer not to think about the tragedy of murder and just turn their head the other way.

Senator HAWKINS. In your opinion, would the police use the VI-CAP system?

Ms. RULE. Since I have been working with the VI-CAP program, I have given about 40 lectures to police groups and I have asked them, I said would you fill out one more form if you had to put what they call a loser, would you fill out one more form that might happen? They said, of course, we would.

Senator HAWKINS. Thank you.

Senator SPECTER. Just one followup question, Ms. Rule.

How would VI-CAP have saved 14 or 15 women from their deaths?

Ms. RULE. Because I think when the girls started to disappear in Utah, their bodies were found, they had the same types of injuries as the bodies that had, by that time, been found in Washington State.

Senator SPECTER. So, the police see this pattern. Then what do the police do next which, in your judgment, would have saved these 14 or 15 young women?

Ms. RULE. I think the Utah police and King County police and Seattle police would have gotten together. I think between them they would have had enough physical evidence to arrest Ted Bundy. I think certainly they could have identified him instead of his being given a chance to continue his roving through the end of 1974 into August of 1975, I think they would have had him.

[The prepared statement of Ms. Rule and attachment follow:]

PREPARED STATEMENT OF ANN RULE

To The Sub-Committee on Juvenile Justice of the Committee on the Judiciary, U.S. Senate:

Mr. Chairman, Senator Arlen Specter, and Senator Paula Hawkins, Senator Edward Kennedy, Senator Howard Metzenbaum, Senator Jeremiah Denton, and Senator Charles Matthias,

I would like to express my deep appreciation for the opportunity to speak with you this morning on a subject that I consider vitally important. Those of us who are concerned with the plight of crime victims, and with the terrifying emergence of the serial-murderer as a real threat to society, have the highest respect for what members of this committee have already done to protect Americans in the war against crime. We have come here today from both coasts to present testimony that, we hope, will delineate the need for a computer tracking system that will trap mass killers before they can run up huge tolls of human misery.

May I explain what the term "serial murder" means? The serial murderer is a relatively new breed of killer in this country, usually a male, who roves from state to state killing one victim after another. A mass murderer, yes, but rarely a killer who destroys many victims in a single spate of violence. I am not speaking of the Howard Unruhs, (who opened fire on citizens in Camden, New Jersey in 1949) nor the Charles Whitmans (of Texas Tower infamy.) The serial murderer kills his victims one at a time, often over a period of many months, or even years. He will kill in one state, running up a toll of perhaps seven or eight, and then, when police investigators began to home in on him, he moves on to another area . . . and begins again. The serial murderer is a man who travels continually.

He is a troller who encounters his victims in a random and senseless manner, killing those he perceives to be vulnerable, simply because he is obsessed with killing for its own sake. Most serial murderers select a particular category of victim: usually women. In some instances, the victims are children, and, in some, they are homosexuals, migrant workers, transients. The serial killer seldom knows his victims before he seizes them. They are strangers, targets for his tremendous inner rage. He is ruthless, conscienceless, and invariably cunning.

The problem of the serial murderer is a relatively new phenomenon in America. My research shows that the serial murderer is a product of the seventies and eighties. In the fifties, we had killers like Charlie Starkweather in Nebraska; Starkweather killed almost a dozen victims as he cut a swath west, but all of the murders occurred in less than a week, and he was not difficult to track. He began his killing spree with people he knew, and the police following him knew who they were looking for. The serial murderer of today kills strangers, and he moves at will like a phantom. I cannot really tell you why this new kind of killer has emerged. It may be tied in somehow with the fact that we have become an increasingly mobile society. It may be that television and movies glorify mass murder as something almost acceptable. Teenagers flock to films like Halloween, (Parts I, II, and III,) Friday the Thirteenth, (Parts I, II, and III,) and Dressed to Kill, and cheer gleefully as the casts are dispatched one by one. Whatever the cause, the problem is approaching epidemic proportions. It is tragic that, as a crime writer, I never lack for subject matter.

I have belonged for eight years to the Committee of Families and Friends of Victims of Violent Crimes and Missing Persons in Washington State. I have seen the agony of parents, children, spouses, and friends of murder victims. For each of these violent deaths, there is a ripple effect and scores of lives are forever blighted. It is not just the victim who is lost; it becomes a kind of death for their families, and, indeed, the death of a small part of our entire society.

In this past year, I have completed three books for the New American Library on the criminal careers of three serial killers. If I may quote from my book, The I-5 Killer, I can offer statistics on the scope of the problem:

"The crime seemed surely to be tragedy borne of opportunity. This killer had to be a random, senseless murderer, one of the new breed of killers who began to rove America in increasing numbers during the seventies. The profile of murder has changed, so subtly at first that lawmen didn't pick up on it, but the dramatic increase in random murder can no longer be ignored.

Always before, there were rules of thumb detectives could trust when it came to homicide suspects: look with suspicion first upon relatives and friends of the victim. Familiarity breeds murder. Look next for someone with a motive that makes sense: jealousy, greed, revenge.

But, by 1981, the rules had changed. In 1966, only 5.9% of all homicides could have been considered "random and senseless" by the researchers for the F.B.I.'s Uniform Crime Report--644 victims killed in the entire United States for no apparent reason. That meant that more than ten thousand murder victims had been killed by someone who had a motive that, while hardly to be condoned, could be explained. Explainable motive makes for a high incidence of successful case closures, and, nationwide, the statistics looked good on the charts. 88% of all murders in America were solved in 1966. 1,310 murders went unavenged.

But nineteen-year-old Shari Hull of Salem, Oregon would become a statistic in the Uniform Crime Report for 1981, shot execution style, simply because she happened to be in the wrong place at the wrong time. The figures, when compared to 1966, would be horrendous. By the end of 1981, 17.8% of all murders were deemed random and senseless, perpetrated for reasons no rational mind could understand. 22,519 murder victims in 1981-- more than double the number fifteen years earlier in 1966. 4007 of those victims killed in 1981 had died for no discernible reason. . .

Not surprisingly, the successful closure rate on homicides dropped dramatically in 1981. In 1981, only 72% of killers were brought to justice, and that meant that 6,304 murder cases would end up in the loser files. That also meant, of course, that the killers were still free to prowl and kill again."

This particular book deals with the crimes of Randall Brent Woodfield, a handsome star athlete from a good family in Newport, Oregon. Randall was a member of the Campus Crusade for Christ, a Christian Athlete, and a draft choice of the Green Bay Packers. He was also a roving rapist and killer with an insatiable need to humiliate and destroy women. He was finally caught because police departments in Washington, Oregon, and California picked up on his pattern and joined forces.

Since I have covered more than 1400 murder investigations in the past fifteen years in my work as a fact-detective writer, I have encountered many serial killers. In 1970 and 1971, my partner at the Seattle Crisis Clinic was a brilliant young man

named Ted Bundy, an honor student in abnormal psychology at the University of Washington. In 1974, young women began to vanish in Washington, Oregon, and Utah. Their bodies were found months later, bludgeoned, strangled, and sodomized. The prime suspect emerged, almost accidentally. He was Ted Bundy, the young man I had thought to be kind, caring, and slated for great success in his career as an attorney. Over the next five years, Ted moved through a marathon of trials, sentences, escapes, and more killings: More young women with long dark hair died in Colorado and Florida. Ted Bundy was captured--not because the Pensacola patrolman thought he had a killer, but because Ted was driving a stolen car. When he was taken into the police station, the officers there didn't know who he was. They had never heard of the search for Ted Bundy, even though he had just made the FBI's 10-Most-Wanted list!

When detectives finally coordinated their investigative research, it appeared that Ted Bundy had destroyed anywhere from 24 to over 300 young women in his rampage across the country! He killed in Washington, Oregon, Utah, Colorado, Florida--and probably other states. When Florida detectives asked Ted about the FBI's ball-park figure of his victims--36, he replied enigmatically "Add one digit to that and you'll have it." (My book on the entire Ted Bundy case was published by W.W. Norton in August, 1980 and is entitled, The Stranger Beside Me.)

Other killers who fit into the serial murderer suspect profile pattern include: James Ruzicka, an escapee after being granted a 48-hour furlough from the Sexual Offenders' Program at the Western Washington State Hospital. Ruzicka, already convicted of three brutal rapes, killed two teenage girls in Seattle, and then moved down into California and Oregon where he raped several women. He was caught on a fluke. He is currently in the Oregon State Penitentiary where he takes female hormone injections to mitigate his libido.

Kenneth Bianchi, "The Hillside Strangler," dressed as a policeman in Los Angeles so that he could approach young women. He is thought to have murdered 21 young women in California. He left Los Angeles and moved to Bellingham, Washington where he has been convicted of strangling two young female college students. Bianchi was caught in Bellingham, and tied to the L.A. killings only because Chief Terry Mangan of Bellingham had formerly been employed as a police officer in Southern California and recognized Bianchi's Modus Operandi and victim profile as similar to that of the Hillside Strangler.

Coril Watts was a suspect in the murders of ^{several} women in Michigan, and then he moved to Houston, Texas where he is thought to be responsible for the murders of a half dozen women. As it happened, during the time of the Houston murders, Captain Robbie Robertson of the Michigan State Police was in Huntsville, Texas attending a VI-CAP planning session. Hearing about the Houston cases, he told Houston detectives that "That sounds like Coril Watts." Again, Watts was pin-pointed accidentally.

Harvey Louis Carignan, beat a woman to death with his fists during a sexual assault in Alaska in 1949. He was convicted of her murder and sentenced to hang. The U.S. Supreme Court upheld a reversal of conviction on appeal to higher courts in Alaska, and Carignan was sentenced to 15 years only on a rape charge involving another woman. Although he would eventually serve 27 years of his life in prisons in Minnesota, California, Washington, and Alaska, Harvey Carignan was free long enough to kill women in Minnesota, Washington, North Dakota, Kansas, (and probably all across America. When he was caught, he had in his possession maps with 180 red circles. Several of those circles

marked where women's bodies had been found.) My book on Carignan--The Want-Ad Killer--will be published in September. He told a jury in Minnesota that he considered it his God-given assignment to humiliate and destroy women.

Jerome Henry Brudos killed at least four young women in Oregon in crimes that were probably more brutal than any I have ever researched. He was caught only when detectives all over Oregon coordinated their efforts to track him. (My book on Brudos, Lust Killer, will be published in June.)

Gary Addison Taylor, now serving a sentence for second degree murder in the Washington State Penitentiary, began his vengeance against women when he was still a teenager. In Florida, he waited at bus stops to attack women alighting from buses late at night with a hammer. Released from custody, he moved to his home state of Michigan and became known as the "Royal Oak Sniper," shooting women who walked along the streets after dark. He was moved from psychiatric hospital to psychiatric hospital, and finally was granted furloughs. He attacked several women in the Detroit area. But he was again considered fit to be an out-patient, "as long as he reports in to receive medication." Taylor stopped coming in for medication. He was finally entered into the NCIC computers--but only after he had been loose for 14 months! By the time he popped up again, he had killed a number of women and buried them in his yard in Michigan, and kidnapped and murdered a young bride in Seattle, Washington. King County Washington detectives brought him in for questioning, but the computer notation on the warrant for his arrest had not been entered and they had to let him go. He moved on through Oregon, down to Texas where he murdered more women. Terribly dangerous for almost thirty years, Gary Addison Taylor moved around the country quite freely. When Texas authorities caught him, they had no idea who they had, and knew nothing of the Washington investigation.

You have heard about George Stano, a serial-killer whose crimes took place in Florida and the South from Senator Hawkins. David Berkowitz, "The Son of Sam" roved free in New York for months before different departments were able to coordinate their investigations. In Washington State, we had Ronald Hendricks, who killed young men and homosexuals in Washington and California, again the traveling killer, aware that each new police jurisdiction gave him anonymity. Texan Dean Coril killed dozens of teenage boys--runaways from many states--before anyone stopped him. So did John Gacy. (While Wayne Williams in Atlanta can be considered a serial killer, he operated in only one city.)

At the present time, Seattle area detectives are seeking a man dubbed "The Green River Killer", still free and unidentified, who has thus far killed nine young prostitutes near the Seattle-Tacoma Airport, and thrown away their bodies in a quiet country river. It may well be that he has done the same thing in other areas of the country, but there is no viable way for King County detectives to check that out.

It is ironic that in an era of advanced technology, homicide detectives are working with a horse-and-buggy system. They are invariably overworked; they cannot possibly keep in touch with what is happening in other police jurisdictions half-way across the country. So many of the serial murder cases that are solved are solved accidentally. With a computer to allow detectives to pool their information, lawmen would no longer have to rely on such flukes to solve their crimes. Indeed, many, many homicides are never solved. The idea that "Murder will out," only works in fiction.

VI-CAP is an idea long past its time. We have to have some way for detectives to join together with their information on

M.O., victim profiles, and suspects. Unless we do, these men will continue to rove just beneath the surface of awareness throughout the country. They all drive constantly, trolling for victims. While most of us put between fifteen and twenty thousand miles a year on our cars, the serial murderer logs over 200,000 miles! They invariably work with the same M.O.—but they move on before the pattern becomes apparent. With VI-CAP, the M.O. pattern would literally leap out of the computers. *often*

Beyond the victims who are identified, there are more than 5,000 unidentified bodies at any given time lying in morgues around the country. Without identification, it is well-nigh impossible to track their killers. VI-CAP would help alleviate this problem.

The murderer that VI-CAP hopes to track is the invisible man; he destroys his victims, hides their bodies and moves on to another area where his pattern of violence begins again. He is clever, and he counts on widely disparate locations to help him in his destruction.

Here today, we have representatives from many factions who believe in VI-CAP: John Walsh, who suffered the irreplaceable loss of a child, Pierce Brooks, a veteran detective who tracked serial murderers, Roger DePue from the FBI's Behavioral Science Unit where the profiles of serial murders are studied, and myself, a former policewoman and crime writer. All of us believe in the efficacy of the VI-CAP proposal. All of us have donated as much time as we could over the past few years to work toward that goal.

I have spoken to many groups about VI-CAP in the last eighteen months. The only questions that arose dealt with the fear that a "Big Brother" computer would be violating rights of privacy. This is something that will be carefully considered. Most of our information for the computers will deal with victim profiles, modus operandi, suspect profiles, physical evidence, vehicles—factors that will help to match up patterns. We are not seeking to track the good citizen; we are looking for killers. I believe that the protection of potential innocent victims is far more important than any slight loss of privacy.

Speaking for myself, my greatest hope is that I may help to put myself out of business in the crime-writing field. Today, there are so many cases of serial murder that I cannot possibly cover them all. Nor do I want to. There are happier things to write about. I am gratified, however, to know that the people who understand the gravity of the problem have found each other, and that we are working together at last to save lives, rather than to deal with the aftermath of homicide.

Thank you for your time and attention. I am most honored to be here.

TD GUEST EDITORIAL by ANN RULE

TRUE DETECTIVE, OCTOBER 1982

PROPOSAL: VI-CAP

THE VIOLENT CRIMINAL APPREHENSION PROGRAM

TED BUNDY, now on Death Row in Raiford Prison, Florida, under 3 death sentences, is alleged to have cut a violent swath through Washington, Oregon, Utah, Colorado, Florida—and perhaps other states—from 1974 through early 1978, to have murdered and sexually molested over three dozen young women. Randall Brent Woodfield, once a draft choice for the Green Bay Packers—a hometown sports hero—has been convicted of murder, attempted murder, rape and sodomy in Oregon—and awaits trial on more than 60 like offenses (including three more murders) in jurisdictions ranging from Northern California to Washington State. Kenneth Bianchi—"The Hillside Strangler"—traveled from Los Angeles to the Canadian border wreaking deadly havoc with full impunity for too long. Gary Addison Taylor attacked and murdered women in Florida, Michigan, Washington and Texas before he was finally caught. Harvey Carignan killed and mutilated females in Alaska, Michigan, Minnesota and the Northwest—and left behind a cryptic map of the country whose circled areas disturb the lawman who finally stopped him.

The list could go on and on, these names of men who comprise a "new breed" of killer; the serial murderer. They are the trollers, the travelers, the mobile murderers evolved from an increasingly mobile society. If the American family packs up and moves with new frequency, so does this kind of murderer, a jackal who telegraphs a pattern of behavior only to move on before he is caught.

The horrified layman is quick to lay blame, crying, "Why wasn't he caught?" And the answer usually lies not in any apathy or lack of trying on the part of local detectives—but in a gaping hole in the communication network of our police agencies. As this is written, there is no central clearing house where information regarding this most predatory kind of killer can be exchanged. Big business firms utilize the magic of the computer to store and cull minute details; law enforcement must depend on word-of-mouth, the media and sometimes luck to hook onto similar patterns of criminality in distant jurisdictions when dealing with the often nameless serial murderer. The computers of NCIC, the National Crime Information Center, in Washington, D.C., are not programmed to track down and identify the multiple murderer, nor can they be, although it is generally assumed that that is the case.

Pierce R. Brooks, a former Captain on the Los Angeles Police Department with years of experience as a homicide investigator, and a chief of police in Oregon and Colorado, formulated VI-CAP, the Violent Criminal Apprehension Program. Convinced that such a program could save hundreds of innocent lives each year by identifying and cutting short the career of the vicious serial murderer, Brooks sees VI-CAP as a centralized computer information center and crime analysis system designed to collect, collate and analyze all aspects of the investigation of similar pattern multiple murders—on a nationwide basis and regardless of location and number of police agencies involved—then immediately notifying those agencies involved in the investigation of similar pattern homicides.

It is an idea long past its time. Fifty top lawmen from all around America met recently at Sam Houston State University to confer with

crime analysts to continue planning to set up the VI-CAP program. Much was accomplished in this second work session of VI-CAP. The VI-CAP team (when selected—five or six crime analysts and homicide investigation specialists) and the data information and crime analysis center will be based at Chief John Tugor's Colorado Springs, Colorado, Police Department. The first rough copy of a uniform crime and investigation report was discussed and is being developed.

Not all murders will be included in the VI-CAP matrix-analysis process. Cases that will be included are:

- murders with violent sexual trauma,
- most murders by mutilation, dismemberment or torture.
- cases similar to the Atlanta murders of children and young adults.
- random and apparently motiveless murders, similar to those attributed to the "Son of Sam."
- attacks on surviving victims of criminal assaults which fit the VI-CAP crime specific pattern.

Other cases recommended for inclusion in the VI-CAP process are:

- missing children where there is evidence of kidnapping or abduction.
- the mysterious disappearance of any person when there is substantial proof of foul play.
- the discovery of unidentified bodies when the manner of death has been determined to be a homicide.

VI-CAP, as a centralized resource and communication center, serving all police agencies investigating cases as described above, will not, of itself, investigate homicides. When the VI-CAP center isolates matching variables from crime reports received, those agencies involved in similar pattern investigations will immediately be put in touch with each other. For instance: a killer who may have selected a type of victim, a method of murder, and an M.O. in Massachusetts—killing and then moving on—might repeat his pattern in Ohio, Texas and Arizona. Under present circumstances, case investigators would probably not be aware that similar pattern murders had occurred in the other jurisdictions. By forwarding information to the VI-CAP team, the computer could compare and match the cases in moments. Experts who have studied the movement and crimes committed by Ted Bundy are convinced that had VI-CAP been operational in 1974, Bundy would have been stopped in Utah before he finished his murderous rampage in Utah, and then in Colorado and Florida. Once operational, VI-CAP should provide a network so tightly woven that even the cleverest serial slayer will find few openings to escape.

As yet unfunded, VI-CAP can be considered a "no frills" criminal detection tool. When the uncharitable cost of human lives to the roving serial-just-murderer is considered in terms of tragedy, grief and fear, the estimated first year cost of implementing VI-CAP—approximately \$290,000—seems negligible.

VI-CAP will allow police agencies to investigate homicides with full information, not just from their own jurisdiction and neighboring areas, but from all over the United States. Initial response from law enforcement officers and from informed laymen has been very enthusiastic and supportive.

For further information on any aspect of the proposed VI-CAP program, please contact TRUE DETECTIVE Magazine. ♦♦♦

Senator SPECTER. Mr. John Walsh is nodding in agreement.
Mr. Walsh, welcome again. We are delighted to have you here. We would be very much interested in your views on this subject based on your studies.

STATEMENT OF JOHN WALSH

Mr. WALSH. Thank you.

For the record, I would like to take this opportunity on behalf of parents and children to thank Senator Hawkins and Senator Specter and their competent and dedicated staffs for their leadership and commitment to these human issues. I do not think the general public is fully aware of their untiring efforts on behalf of the passage of the missing children's bill and their supreme accomplishment in involving the FBI in abductions of children. But I agree with you that these are steps that should have been taken 10 years ago and that the general populace thought they already existed. So I commend you for your continuing efforts in this arena and the fight for the truly helpless.

VI-CAP is a very necessary system, long thought to exist when in reality nothing like it does exist. It is long overdue that we started seriously hunting the hunters of our children.

I am here today to relate some of my experiences in investigating child tragedies and murders of children in this country. Most people are aware of 1970 in Houston, 27 boys. The "Freeway Killer" in California caught by random by the highway patrol, as Ann so adeptly put, most of these people are caught by accident, 44 people, boys. Atlanta, 29. Again caught in a random fashion when, after the 17th murder in Atlanta, the mothers banded together and finally convinced the police in Atlanta there was some pattern to these murders. No one wants to deal with it, no chamber of commerce, no city, no one wants to think that a serial murderer exists in their area, and they do exist, and these are only the sensationalized ones that were caught by accident. What about the ones who commit, one, two, three, five, six, eight murders, and in this mobile society go from State to State and randomly pick their victims as many police psychologists will attest to, and I am sure Ann and Pierce can attest to this, they have no remorse, they do not talk about it, they plot it, it is often murders for lust and vengeance against women and children, and they prey upon the truly helpless people. And they are the ones who are not caught. They are the ones that exist. When we talk about 6,300 unsolved murders in this country last year, random murders, someone is committing these murders and someone is doing these murders, and they are going through this country and police agencies are not linking them up. Because of our public attention of our case, I received letters from hundreds of parents of murdered children who said to me my son was murdered in the fashion your son was murdered.

My son was abducted from a mall in California, et cetera, et cetera. I spent days in our police station asking our police do you know that two little boys were murdered in southern California in 1981, prior to Adam's murder? Do you realize that two little boys were murdered, one in Lakeland, Fla., and one in south Florida, right after Adam, et cetera, et cetera? No. The police agencies in

Los Angeles, in St. Louis, in Florida, et cetera, et cetera, had no idea that there were similar murders to Adam's. No one links these up. I asked, as I sat at the police station for the 9 days during Adam's investigation, about the ticker tape, about the famous wire, this medieval, the only thing that police agencies have to link themselves together, the ticker tape, the wire, the all points bulletin, and I said who is reading this wire? I see it piling up. It says armed robbers wanted from Utah, et cetera, et cetera. They said, well, we are busy researching your son's case. We do not have time to do this. I said OK, give me the—I have an office staff, fortunately, and Watts lines, give me the numbers and the names of all the police chiefs and sheriffs in the State of Florida. It took my office staff 24 hours a day, 3 days, to complete the calls, 72 percent of the sheriffs and police chiefs in the State of Florida did not even know that Adam was missing, had not read their wires, did not know he was missing. I got in a private plane and went around the State of Florida and held press conferences, pleading for the return of my son.

As sightings of a 6-year-old boy turned up in Alabama and in Georgia and in Florida, I listened in on the phone as the detectives in my detective bureau called other detectives in other agencies in other States and pleaded with them to research the sighting of my son. I heard continually we have 25 cases on our desks, I cannot get it until 3 weeks from now. We did not see it on the wire. You have got to put it on the wire. We have not seen an all points bulletin about it. We are just overburdened. We cannot do it.

I realized that no system existed, that the Hollywood police looked long and hard in Hollywood for Adam, but he was found 125 miles away, and no one knew he was missing. There is no system.

Senator SPECTER. Mr. Walsh, did you have any reason to believe that your son was the victim of a serial killer?

Mr. WALSH. Well, I believe, after meeting thousands of parents of missing children, interviewing police chiefs, interviewing coroners, interviewing prosecuting attorneys, et cetera, that he may well have been. That 90 percent of the murderers of children, when a relative is not arrested, it is these types of losers, as the police use the term, where no one is a suspect, can be the result of serial murderers that prey on children, and they are normally child molesters that may molest 20, 30. The average child molester, according to Newsweek and Time magazine, molests six to eight children before he is ever caught. You know that. I mean I speak to somewhat experts here. And that when they do find the child that feels will threaten them or tell someone, they often quote their terms—I have heard three child molesters testify, one before your committee before, snuff the victim, so Adam very well could have been the result of a multiple child murderer that roamed throughout the State.

Senator SPECTER. One facet of the problem is determining the appropriate time and investigative effort which any detective unit or any police department should expend on a case.

Mr. WALSH. Absolutely.

Senator SPECTER. Which is a very difficult matter, given the crime problem in this country. And second, the problem that police in one locality may not be familiar with similar crimes which have

been committed in two or three other localities, so they are ignorant of a pattern to the murders.

What is your sense about the willingness of the American people to support a criminal justice system which really works? Would the people in this country, in your opinion, be willing to pay the price to have adequate investigative services to stop these murders?

Mr. WALSH. Absolutely. I think there is two facets to that, two answers to that question.

We are products of television and people believe that SWAT teams and the FBI and the Columbos and the McClouds will come in and solve these crimes, when if people really knew how thin the thin blue line is and how underfunded the police agencies are, and the turf wars that they have, and the jurisdictional battles, and this antiquated oil burner wire system, they would be afraid.

Now, there is concern about a VI-CAP system in the missing children's bill about personal freedoms and invasion of privacy, et cetera, et cetera. Well, believe me, the women who are murdered by these people and the children, their privacy is invaded to the maximum. I think people have had it, I think that personal freedom now relates to the possibility and the ability to have personal freedom from crime and to be not afraid to go shopping or a woman to leave an office to go to her car in a parking lot. I think the main thing is awareness. People do not know that VI-CAP does not exist. They believe that there is some wonderful high tech computer that the FBI has that correlates these crimes and disseminates it to the local jurisdictions when the local jurisdictions do not have a clue what is happening in the other county.

In Atlanta, some of the murdered children's bodies lay unidentified in the morgue 100 yards over the county line from where they were taken and were not identified until 8 months later. People have the misconception.

Your committee can bring this awareness, the press, the media can bring this awareness, and once I think people realize that there is no system, that VI-CAP does not exist, and that these people have the upperhand, that police detectives, as soon as they investigate a case, there is three more on their desk and they have hundreds of loser cases and there is no correlation, they are going to demand that a VI-CAP system be instituted.

Senator SPECTER. Senator Hawkins.

Senator HAWKINS. In your opinion, would the VI-CAP system actually track kidnaping of young children?

Mr. WALSH. The way it has been set up, and Pierce Brooks will elaborate on that, it will work in conjunction with the services of the FBI in Quantico, Va., and it will list stranger abductions or abductions of foul play and research these and let local police know in the areas that these things have transpired and focus in on abducted and missing children where they are suspect of foul play. And they will certainly be able, as Ann so aptly put, in conjunction with the unidentified death file, be able to link together some of these 5,000 unidentified dead bodies throughout the country with similar types of mutilation, similar types of murder, and once and for all, county coroners and homicide detectives in Utah can say we have 10 bodies here that were similarly killed to 10 bodies in Flor-

ida. So the VI-CAP system would work very well for the abduction of children.

Senator SPECTER. We are having a short debate on how many unsolved murders there were last year. We have heard the figure 3,600 so-called random murders and 20,000 unsolved murders. There is always difficulty surrounding statistical data.

Ms. Rule, you have your hand up. Do you have some light to shed on that?

Ms. RULE. I have from the FBI's Uniform Crime Report for 1981, which might be a little closer than what we have had. In 1966, 5.9 percent of all murders were considered random and senseless. By 1980—

Senator SPECTER. What figure does that give you? It is 5.9 percent of what? That is 1966? Do we have anything more recent than 1966?

Ms. RULE. Yes. I want to show you the difference here. That meant that 644 people in the entire United States were killed for no apparent reason. That is 1966.

When we get up to 1981, not only had the number of murders doubled, but 17.8 percent of all murders were deemed random and senseless. That meant that there were 6,304 murder cases not solved in 1981.

Senator SPECTER. Well, there are more than that which are unsolved, are there not? What you are saying is that there are that many unsolved murder cases for which there are no apparent explanations or motives.

Detective Brooks, perhaps we could turn to you on this subject. I think the stage is pretty well set for you to discuss VI-CAP.

Could you start with the issue of how many unsolved random murders there are?

STATEMENT OF PIERCE BROOKS

Mr. BROOKS. Senator, that is one of the reasons we need VI-CAP. We cannot tell. We do not really know. There is no way to accurately count all the unsolved murders that occur.

Senator SPECTER. We do not know what we do not know?

Mr. BROOKS. No, sir. If I told you, it would be just an honest guess. I was asked by a person in the news media: "How many of these murders are there?" I said maybe 500 or 1,000, and some of my colleagues just came down on top of me because they said it is thousands and thousands. So I just do not really think we know. If we had something like VI-CAP—

Senator SPECTER. Well, we do not know, but as a professional, what would be your best estimate of the figure?

Mr. BROOKS. It would be an estimate because we do not know about all the people that are murdered. Some just disappear, they are buried in some unknown place. I would estimate that as many as 5,000, 10,000, to 12,000 people a year are murdered by persons who are strangers. Most murders are solved because there is a known relationship between the victim and the killer. But the number of unsolved murders is increasing because of the increase in stranger to stranger homicides.

Senator SPECTER. I would say that your figures are realistic. You have a fair range, 5,000, 10,000, to 12,000. When I was district attorney of Philadelphia, we had 500 homicides a year in that one city which were reported and known, to say nothing of those which were not reported.

Mr. BROOKS. Yes, sir.

Senator SPECTER. The homicide murder rate in this country is appalling.

Well, tell us about your system, VI-CAP.

Mr. WALSH. Excuse me 1 second, I did not mean to interrupt but I have the annual crime report of Florida. In Florida last year there were 1,410 murders, there were 955 murders cleared by arrest, leaving 465 unsolved murders in one State.

Mr. BROOKS. Those are the ones that are reported.

Mr. WALSH. Those are just reported but that is just one State, 500.

Mr. BROOKS. The nebulous figure is the number of people that are missing, particularly children, teenagers, and young adults who disappear forever. What happened to them? Occasionally their bones are found in the desert. I remember as a chief of police in Colorado, people disappeared and we just assumed that many of them were dropped down those old mines up in the Rockies.

Senator SPECTER. Detective Brooks, why not start off by giving us a little bit of your background to set the stage.

How long have you been in the business of crime detection?

Mr. BROOKS. I became a police officer in Los Angeles in 1948. I stayed for 21 years then left as a captain to become the chief of police in Springfield, Oreg. I was there about 2 years then accepted the position as chief of police in Lakewood, Colo. I was there 5 years then returned to Oregon in 1977 to become the chief in Eugene. I am now on my own as an investigative and management consultant, in law enforcement. So I have been involved in police work for about 35 years. Two of the more recent cases I have become involved in as a consultant were the investigation of the murders of the children in Atlanta and the 1981 tylenol-cyanide murders in the Chicago area.

Senator SPECTER. Now, you designed the system which is called VI-CAP?

Mr. BROOKS. Yes, sir.

Senator SPECTER. It stands for violent criminal apprehension program. Would you describe it for us, please?

Mr. BROOKS. Yes, sir.

The VI-CAP concept started for me in a very primitive way about 25 years ago when I arrived at the scene of a murder in Los Angeles that instinct told me was a serial murder.

A woman had been murdered, and I felt that the killer was a person that traveled, had probably done this before and would do it again.

In order to track the killer, other than collect evidence on a local level, I went to the Los Angeles Public Library after work once or twice a week and read major newspapers throughout the country to see if a similar type incident had occurred. A year later, I read of a similar murder and that an arrest had been made. I compared fingerprints, and identified the killer. Checking news stories is a

primitive way to investigate a serial murder. Over the years, that primitive system worked for me two or three times. The real tragedy is that we, the police, are still doing it the same way today. We have improved somewhat as I believe the police in America are slowly, but sometimes grudgingly, becoming more professional. The agents of the Behavioral Science Unit at the FBI Academy have made outstanding progress in developing personality profiles of these types of killers. The Missing Children's Act is certainly a step in the right direction, but what is missing is our ability to analyze crime information and communicate amongst ourselves, and that is what VI-CAP is all about.

Senator SPECTER. How would it work exactly?

Mr. BROOKS. VI-CAP would be a centralized data information center and crime analysis system that would collect, collate, analyze, and disseminate reports that would come in from police agencies investigating a special classification of an extremely violent crime.

Senator SPECTER. So, for example, local police officials would be requested to submit data on a type of killing where there is no motive?

Mr. BROOKS. Yes, sir.

Senator SPECTER. And where would they submit that data?

Mr. BROOKS. From the crime scenes to the VI-CAP centers. In the case that Ann Rule was discussing, Ted Bundy, let us say VI-CAP was operational in the seventies. The information from the Seattle police and the King County police would have been sent to the VI-CAP Center.

Senator SPECTER. And the VI-CAP Center could be the FBI computer?

Mr. BROOKS. Yes, sir. I think that the VI-CAP Center and computer should be at the FBI Academy at Quantico. There are good reasons for that.

First, because the FBI Behavioral Science Unit is there, and just as importantly, thousands and thousands of police officers go through the FBI Academy every year.

Senator SPECTER. Detective Brooks, can you give us a specific illustration of how this system would have stopped a serial murderer part way through his sequence?

Mr. BROOKS. All right, sir.

In the case of Ted Bundy. Ted Bundy killed the girls in Washington State. A pattern had been detected and we will say, for this example, that VI-CAP was operational in 1974. The information of the murders would have been transmitted to the VI-CAP Center. It would have been analyzed by VI-CAP personnel and the pattern would be in the computer. Now, suddenly the murders have stopped in Seattle and in King County, but there is a suspect description. They have the first name Ted, they have a description of the car, and they have a composite drawing of the suspect.

Now, all of a sudden, there are young women, disappearing in Utah. The bodies are found. The Utah authorities would also send reports to the VI-CAP center. Although none of the agencies involved were aware that similar crimes had occurred in both States, VI-CAP personnel would have matched up the reports almost instantly and alerted the agencies involved. It would have been a

simple task then, to identify and apprehend the killer. Many lives would have been saved.

Senator SPECTER. So the match is done at the VI-CAP center?

Mr. BROOKS. Yes, sir.

Senator SPECTER. Do you think that would require any significant additional personnel in the FBI?

Mr. BROOKS. Ten, maybe twelve people at the most.

Senator SPECTER. That number would be sufficient to analyze the patterns?

Mr. BROOKS. Sir?

Senator SPECTER. That would be a sufficient number of personnel to analyze these patterns coming in from all over the country?

Mr. BROOKS. I think so. But we are talking about some very experienced people. When we initially estimated the number of personnel, we had it down to five or six, but then I said, no, I would like this unit to be open almost 24 hours a day or on call, so let us get it up to 10 or 12 people. That is all it would take. It is not a costly measure, Senator. That is it. And some costs for remodeling. It has to be a national program. It should not be in a local police department. I think the FBI Academy is an ideal location.

I also envision in the future, and this would cost a little bit more, that those murder crime scenes be transmitted live by satellite, or by landline, directly to the VI-CAP Center at Quantico. They could alert Roger Depue's people in the Behavioral Science Unit to come in with some crime lab people and they could be looking at the crime scene live, talking to the investigators on scene, and begin developing their suspect profiles immediately, even before the written reports arrived.

Senator SPECTER. Senator Hawkins.

Senator HAWKINS. What does the program cost, the first portion you are talking about, what is your estimate?

Mr. BROOKS. All right. Approximately \$1 million, plus or minus.

Senator HAWKINS. Not the ideal.

Mr. BROOKS. I am speaking for myself now, of course, and I see it at the FBI Academy. It would take some remodeling or building a couple more walls, so that cost—a couple more walls or possibly a new installation. The computer hardware and software is an initial expense, but after you have it, it is good for the life of the computer. After that, it is just personnel, the cost of 10 people, but very highly skilled people that are analysts, and, of course, some very experienced homicide people that could read those reports coming in from the field and read between the lines, so to speak, to make up some of the MO match. This would not be some superteam of detectives that would then speed to the scene, as they do on television, to solve the case. The case is still going to be solved by the local authorities but VI-CAP could assist. They could go there to help with the reports or whatever. What we are missing today is the ability to analyze and communicate amongst law enforcement agencies, and that is costing us lives.

Senator HAWKINS. What are the particular advantages in your mind that the Quantico location has?

Mr. BROOKS. It is very close to Washington, D.C., yet remote.

Senator HAWKINS. It is close but remote?

Mr. BROOKS. It is close to the heart of the country, but yet remote enough that it is not in the central city. Thousands of police officers from America and throughout the world, the free world, go to Quantico. They would be able to observe and even participate in VI-CAP Center operations.

The FBI has a detachment of criminal crime lab people there. They also have the Behavioral Science Unit there who can work hand in glove with the people assigned to the VI-CAP Center.

Personnel costs would be the biggest cost. Whatever the cost would be for 10 skilled people.

Senator HAWKINS. What is the status of any efforts that are underway at this time to actually fund the system like you are talking about?

Mr. BROOKS. During the planning stage, we met for three or four times, until the remains of LEAA funds died away. Several of us have talked on the telephone and kept it alive. At the present time, the Office of Juvenile Justice and Delinquency Prevention has funded a meeting that is in progress right now. Ann Rule and I are leaving today with Roger Depue for that meeting in Texas, at Sam Houston State University. The purpose of the meeting is to revitalize research into abducted and murdered children, in tracking missing children with the eventual goal of establishing a VI-CAP unit. So planning has started again. There are apparently some funds to at least continue the planning.

Senator HAWKINS. What can we do as Members of the Senate to insure the support of the VI-CAP and to make sure that the system is moved into operation rather than just a twinkle in your eye?

Mr. BROOKS. Well, you are doing it right now, of course, you, as our representatives. When I talk to citizens, they are startled that this concept does not exist. When the Missing Children's Act was passed, I had a friend of mine call me up and say "Congratulations, your program is finally in place." He thought it was VI-CAP. I said, no, we have another step to go. Some people think NCIC is doing it, but NCIC does no analysis. So it is an educational process really. It is something that we are just going to have to do.

Mr. WALSH. I again would like to make a comment. I know how frustrated Pierce Brooks is, trying to get this system going, and I beseech you here, we are talking about less than a \$1 million a year to fund the whole system, to get it going, and because of the huge amount of murders in this country, serial murders, and the frustration of police chiefs, coroners, detectives that I have experienced, I beseech you to carry it further. And I know that you will, Senator Specter and Senator Hawkins, because Pierce Brooks and his colleagues are almost exhausted in their efforts, expending of their personal funds to get the system going. And I do not want to see them give up. I do not think people, especially the women and the children in this country deserve to be given up on in this issue, and VI-CAP needs to be funded. I do not know how, but somehow it needs to be funded, and I know that these people are close to giving up on it and they have been after it for a number of years and very personally frustrated. The money has to come from somewhere, the money is negligible, but someone has to get it somewhere.

Senator HAWKINS. I know how dedicated you are and how intensely you pursue the solution to these problems, and I certainly appreciate, Pierce—

Mr. WALSH. We have to hunt the hunters of our children.

Senator HAWKINS. We have a letter prepared today—I have a letter prepared today for Senator Specter and myself to sign to the Attorney General asking for that money, in the grant form, if necessary, to get you off the ground. It is a lot of money, yes, but up here that really is not a lot of money, and if it could solve one murder, it is worth it.

You have spent countless thousands of hours and you also, John, have been in on this pursuit untirelessly. I do not believe he ever sleeps. It seems to me that the least we can do is to say that we will get you the \$1 million and then we will pursue its funding on an annual basis to get a full-fledged satellite, et cetera. That is around the corner.

[Copy of the letter follows:]

United States Senate

WASHINGTON, D.C. 20510

Honorable William French Smith
Attorney General of the United States
U.S. Department of Justice
Washington, D.C. 20530

Dear Attorney General Smith:

During the past two years both the Subcommittee on Investigations and General Oversight and the Subcommittee on Juvenile Justice have conducted extensive inquiries into the national tragedy of missing, exploited, and murdered children. Your Department has been both helpful and supportive in working with the Congress to address the need for effective law enforcement efforts in this sad and deeply troubling area.

As we became increasingly involved in the issue we made some alarming discoveries, among them the fact that last year as many as 3,600 murders were classified as "random and senseless" acts with no apparent motive, and that serial or pattern murders have increased dramatically in the last few years.

We also learned of a gaping hole in the information and communication networks used by police agencies to identify and apprehend violent criminals: at present there exists no integrated national system to track and analyze violent pattern crimes. However, we recently became aware of a proposal for just such a system, a system known as VI-CAP, the Violent Criminal Apprehension Program. VI-CAP is a creative law enforcement tool developed by Pierce Brooks, a veteran homicide investigator, which would provide assistance in analyzing these violent crimes and tracking these pattern killers. We enclose descriptive background information on the program.

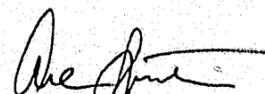
On July 12, 1983, the Senate Judiciary Subcommittee on Juvenile Justice held a hearing to examine the VI-CAP system in detail. On the basis of testimony at that hearing we strongly believe that such a system could provide a vital link in coordinating Federal and local efforts to solve such crimes. Its implementation could mean the prevention of countless murders and the prompt apprehension of violent criminals.

We make no recommendation as to the particular source from which to obtain the funding necessary to implement the VI-CAP system. However, we urge your careful consideration of this potentially invaluable program. It is especially attractive in view of the very reasonable cost estimates associated with it. Witnesses who testified before the Subcommittee stated that the total cost of its implementation could be as low as one-half million dollars.

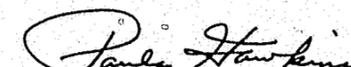
Cognizant of the public pledge the President has made to the cause of law enforcement, we believe that the implementation of the VI-CAP program would strongly reflect the Administration's commitment to provide critically needed assistance to state and local law enforcement agencies. We again urge your detailed consideration of this simple and cost-efficient proposal which could save countless lives.

Thank you.

Sincerely,



Arlen Specter
United States Senator



Paula Hawkins
United States Senator

Senator SPECTER. Well, Senator Hawkins, I endorse what you say. I think there ought to be a declaration of war by the Federal Government on these mass murderers and serial murderers, and there are a great many things that can be done.

We have the FBI here to tell us where we stand now, and I know that the Department of Justice, the Attorney General and the administration would very much like to cooperate on this venture with us.

Mr. Brooks, before you leave, just one final question.

Could you list the specific types of cases that would be fed into the VI-CAP system?

Mr. BROOKS. Yes, sir.

VI-CAP capabilities would increase in time but initially we stated that not all homicides would be included in the VI-CAP crime pattern matrix. Crimes that would be included are most murders by mutilation, dismemberment or torture. Why we said most is because sometimes homicides occur in a family situation and that would not be entered in VI-CAP. Murders with violent sexual trauma, the lust murderers, and attacks on victims who survive those type crimes. Some of them accidentally survive. Missing children, when there is evidence to believe that the child has been kidnaped or will be harmed, and we agreed that the very young child automatically goes into VI-CAP. It is inconceivable to believe that a 4-, 5-, 6-, or 7-year-old has run away to Hollywood to be a movie star. If that young child disappears, it should be immediately reported to VI-CAP.

Senator SPECTER. And what other categories would you want to feed into the VI-CAP system?

Mr. BROOKS. Those.

Senator SPECTER. Those are the ones?

Mr. BROOKS. Yes, sir. Plus unidentified dead bodies when the manner of death has been determined to be a homicide.

[Additional information submitted by Mr. Brooks follows:]

INFORMATION SUBMITTED BY PIERCE R. BROOKS

VI-CAP: THE VIOLENT CRIMINAL APPREHENSION PROGRAM

VI-CAP, WHEN OPERATIONAL, WILL BE A CENTRALIZED DATA INFORMATION CENTER AND CRIME ANALYSIS SYSTEM DESIGNED TO COLLECT, COLLATE AND ANALYZE ALL ASPECTS OF THE INVESTIGATION OF SIMILAR PATTERN MULTIPLE MURDERS, ON A NATIONWIDE BASIS, REGARDLESS OF LOCATION OR NUMBER OF POLICE AGENCIES INVOLVED.

THROUGH ANALYSIS OF DATA RECEIVED, THE VI-CAP CENTER WILL IDENTIFY BY MODUS OPERANDI, SUSPECT DESCRIPTION, PHYSICAL EVIDENCE, ETC., ANY SIMILAR CHARACTERISTICS THAT MAY EXIST IN A SERIES OF DEATHS CAUSED BY CRIMINAL VIOLENCE.

THE OVERALL GOAL OF VI-CAP IS TO PROVIDE ALL POLICE AGENCIES REPORTING SIMILAR PATTERN HOMICIDES WITH THE INFORMATION NECESSARY TO INITIATE A COORDINATED MULTI-AGENCY INVESTIGATION TO EXPEDITE THE IDENTIFICATION AND APPREHENSION OF THE CRIMINAL OFFENDER, OR OFFENDERS, RESPONSIBLE FOR THE MURDERS.

INITIALLY, NOT ALL HOMICIDES WOULD BE INCLUDED IN THE VI-CAP CRIME PATTERN MATRIX. CRIMES THAT WOULD BE INCLUDED ARE:

- MOST MURDERS BY MUTILATION, DISMEMBERMENT OR TORTURE;
- MURDERS WITH VIOLENT SEXUAL TRAUMA;
- ATTACKS ON VICTIMS WHO SURVIVE CRIMINAL ASSAULTS THAT FIT THE VI-CAP CRIME PATTERN;
- MISSING CHILDREN WHEN THERE IS EVIDENCE TO BELIEVE THE CHILD HAS BEEN KIDNAPPED OR WILL BE HARMED;
- THE MYSTERIOUS DISAPPEARANCE OF ANY PERSON WHEN THERE IS SUBSTANTIAL PROOF OF FOUL PLAY;
- UNIDENTIFIED BODIES WHEN THE MANNER OF DEATH HAS BEEN DETERMINED TO BE A HOMICIDE.

EXCEPTIONS COULD BE MADE IN ANY CASE AFTER INDIVIDUAL CASE REVIEW AND EVALUATION.

THE VI-CAP PLANNING GROUP AGREES THAT THE VI-CAP CENTER SHOULD BE BASED AT THE FBI ACADEMY, QUANTICO, FOR THE FOLLOWING REASONS:

- THE ACADEMY IS IDEAL AS TO LOCATION, FACILITIES, EQUIPMENT AND RESOURCES;
- THOUSANDS OF POLICE OFFICERS UNDERGO TRAINING AT THE ACADEMY EVERY YEAR. MOST OFFICERS WOULD HAVE TIME TO OBSERVE OR EVEN PARTICIPATE IN VI-CAP CENTER OPERATIONS;
- THE FBI BEHAVIORAL SCIENCE UNIT IS BASED AT THE ACADEMY. THEY ARE INVOLVED IN VIOLENT OFFENDER RESEARCH AND HAVE MADE GREAT PROGRESS IN THE DEVELOPMENT OF PROFILING THE PERSONALITY OF THE VIOLENT OFFENDER FROM CRIME SCENE ANALYSIS;
- IF A SATELLITE (NASA TYPE) SYSTEM IS SET UP TO TRANSMIT CRIME SCENE TO VI-CAP CENTER VIDEO, LIVE, FBI CRIME LAB PERSONNEL STATIONED AT QUANTICO COULD VIEW THE SCENE AND ASSIST WITHOUT BEING ON SCENE, AND THE SPECIAL AGENTS OF THE BEHAVIORAL SCIENCE UNIT COULD BEGIN TO CONSTRUCT SUSPECT PERSONALITY PROFILES IMMEDIATELY WITHOUT WAITING FOR REPORTS TO ARRIVE BY MAIL OR TELETYPE.

ALTHOUGH THE TASKS OF VI-CAP CENTER PERSONNEL DO NOT INCLUDE ON SCENE INVESTIGATIVE PARTICIPATION, THE CENTER WILL MAINTAIN A RESOURCE MASTER LIST IN ORDER TO COORDINATE TECHNICAL ASSISTANCE AND TRAINING FOR ANY OF THE OVER 17,000 POLICE AGENCIES IN THE UNITED STATES THAT REQUEST PERSONNEL WITH EXPERTISE IN ANY PHASE OF A SERIAL MURDER INVESTIGATION.

THE CONTINUING PROBLEM IN MULTI-AGENCY SERIAL MURDER INVESTIGATIONS IS A SYSTEM, NOT NECESSARILY A HUMAN, DEFICIENCY. THE MISSING LINK IN THIS INVESTIGATIVE PROCESS IS THE INABILITY OF THE LAW ENFORCEMENT AGENCIES INVOLVED TO RAPIDLY TRANSMIT, CORRELATE, AND EXCHANGE CRITICAL INFORMATION LEADING TO SUSPECT IDENTIFICATION, APPREHENSION AND CASE SOLUTION. FOR EXAMPLE, WITHIN SECONDS, ALL LAW ENFORCEMENT OFFICERS THROUGH USE OF THE NATIONAL CRIME INFORMATION CENTER CAN TRANSMIT AND RECEIVE INFORMATION REGARDING VEHICLES AND OTHER PROPERTY THAT MIGHT BE STOLEN. AT THIS TIME HOWEVER, THERE IS NO EXISTING INFORMATION SYSTEM THAT CAN COLLECT, ANALYZE AND DISSEMINATE DATA TO ASSIST THE POLICE IN TRACKING, IDENTIFYING AND APPREHENDING THE MOST VIOLENT AND FEARED OF ALL CRIMINAL OFFENDERS, THE VICIOUS RAPE MURDERER OR CHILD KILLER. RESEARCH OF ALMOST EVERY MULTIPLE MURDER INVESTIGATION INDICATES AN ABSOLUTE NEED FOR A CENTRALIZED INFORMATION CENTER AND CRIME ANALYSIS FUNCTION AS A NATIONWIDE, ALL AGENCY COMMUNICATION RESOURCE.

VI-CAP, WHEN IMPLEMENTED, WOULD PRECLUDE THE AGE OLD BUT STILL CONTINUING PROBLEM OF CRITICALLY IMPORTANT INFORMATION BEING MISSED, OVERLOOKED, OR DELAYED WHEN SEVERAL POLICE AGENCIES, HUNDREDS OR EVEN THOUSANDS OF MILES APART, ARE INVOLVED IN THE INVESTIGATION OF MURDERS OF EXTREME SAVAGERY BUT ARE UNAWARE THAT SIMILAR HOMICIDES HAVE OCCURRED IN OTHER JURISDICTIONS AND THAT THE CRIMES ARE MOST LIKELY BEING COMMITTED BY THE SAME KILLER. THERE IS NO QUESTION THAT ON A NUMBER OF OCCASIONS, PERSONS WHO HAVE COMMITTED A SERIES OF MURDERS WOULD HAVE BEEN APPREHENDED MUCH SOONER IF THE SEVERAL AGENCIES INVOLVED IN THE INVESTIGATION COULD HAVE POOLED AND CORRELATED THEIR INFORMATION. EACH AGENCY ALONE HAD "BITS AND PIECES" OF SUSPECT DESCRIPTION, BUT TOGETHER THEIR INFORMATION WOULD HAVE PROVIDED THE MURDER'S IDENTITY AND EARLY-ON APPREHENSION.

OF NECESSITY, VI-CAP MUST BE A CENTRALLY LOCATED NATIONWIDE PROGRAM. REGIONAL OR STATE SATELLITE CENTERS COULD BE ESTABLISHED TO EXPEDITE AND ASSIST IN FORWARDING CRIME SCENE INFORMATION IF NECESSARY.

Senator SPECTER. Thank you very much, Detective Brooks. Thank you, Mr. Walsh. Thank you, Ms. Rule.

Now we will turn to Mr. Roger Depue, the unit chief.

We appreciate your being with us, Mr. Depue. Your statement will be made a part of the record as is our custom, and we would appreciate it if you would just summarize the highlights, leaving the maximum amount of time for questions and answers.

Could you start by giving us some personal background?

How long have you been in the FBI?

STATEMENT OF ROGER L. DEPUE, UNIT CHIEF, BEHAVIORAL SCIENCE UNIT, FBI ACADEMY, QUANTICO, VA.

Mr. DEPUE. I have been in the FBI for 15 years. I have law enforcement experience on the local level also. I am a former police officer in the city police department, former chief of police, and a former county juvenile officer.

Senator SPECTER. What is your educational background?

Mr. DEPUE. My educational background is a bachelor's degree in psychology with a minor in sociology, master's degree—

Senator SPECTER. From what university?

Mr. DEPUE. From Central Michigan University.

A master's degree in the administration of justice from American University, and this summer I just completed my course work on the Ph.D. in the area of counseling.

Senator SPECTER. Prior to joining the FBI, which local police unit were you with?

Mr. DEPUE. I was with the city of Clare, Mich.

Senator SPECTER. And how long were you there again?

Mr. DEPUE. I was there about 5 years.

Senator SPECTER. And then in the FBI for the past 15 years?

Mr. DEPUE. For 15 years.

Senator SPECTER. We are very pleased to have you and we would like to have a summary of your testimony.

Mr. DEPUE. I would like to begin by saying that I appreciate the opportunity and I thank you for the privilege and opportunity of addressing this committee, and that I think that this problem of serial murder is one that is finally receiving high visibility and one that we can very definitely do something about.

I gave you a sheet. Did you get this sheet I passed up here? It is an overview of the Behavioral Science Unit. I thought it might be the quickest way that we might touch on what the Behavioral Science Unit is and what we do.

Senator SPECTER. Thank you very much. We will make this a part of the record, too.

[The following was received for the record:]

BEHAVIORAL SCIENCE UNIT

Mission

The mission of the Behavioral Science Unit is to develop and provide programs of training, consultation, and information in the behavioral and social sciences for the law enforcement community which will improve their administrative and operational effectiveness.

Personnel

At FBI Academy

- 1 Unit Chief
- 10 Supervisory Special Agent Behavioral Scientists
- 4 Investigative Special Agent Profiling Specialists
- 1 Homicide Specialist-Former Police Experience
- 2 Support - Secretary and Clerk-Typist

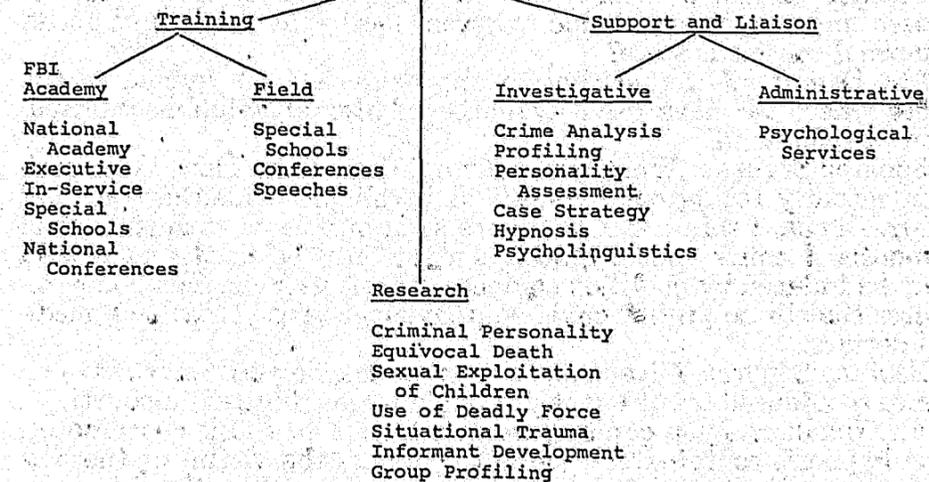
In Field Divisions

- Profile Coordinators
- Hypnosis Coordinators
- Police Instructors in Behavioral Science

Academic Disciplines

Psychology
Sociology
Criminology
Police Science/Administration of Justice
Behavioral Science Unit faculty members are adjunct faculty at the University of Virginia

Functions



Mr. DEPUE. All right. As you can see, the unit is made up of a chief, 10 supervisory special agents, 4 investigative special agent profile specialists, 1 homicide specialist who is a former police detective, as a matter of fact from Washington, D.C. Metropolitan Police Department, a 20-year veteran, 6-year veteran of the homicide squad, and then support personnel.

On the other side, you see in the field, in our 59 field divisions throughout the FBI, we have profile coordinators in each division, as well as other behavioral science trained agents like hypnosis coordinators.

Senator SPECTER. I noted that, and I noted your reference to hypnosis in your testimony.

What use do you make of hypnosis today, Mr. Depue?

Mr. DEPUE. We use hypnosis as an investigative aid, very much like we use crime analysis in criminal personality profiling.

Senator SPECTER. Is it used frequently?

Mr. DEPUE. It is used in Bureau cases, it is used probably every week.

Senator SPECTER. Give me an illustration of how it is used and to what effect?

Mr. DEPUE. In the past couple of weeks, I have received about four communications where it was effectively used. We also have an institutional research and development unit at the Academy that does independent evaluation of our programs. It has done that evaluation on the hypnosis program and—

Senator SPECTER. What you are suggesting is that someone placed under hypnosis is able to reveal facts that they could not in a normal conscious state?

Mr. DEPUE. We found that in approximately 85 percent of the cases where we have used hypnosis, additional valuable information was obtained.

Senator SPECTER. What was your opinion of the New York decision recently ruling out hypnosis as a reliable evidentiary factor?

Mr. DEPUE. I think that there are some problems with the use of hypnosis. I think that hypnosis should only be used and should only be induced by qualified competent professionals. Our policy requires that those professionals be psychologists, psychiatrists, medical doctors.

Senator SPECTER. Given that circumstance, do you think that evidence so adduced is sufficiently reliable to be admitted in court?

Mr. DEPUE. As you can see, we also have a hypnosis coordinator. The hypnosis coordinator's job is to educate the victim or the witness, and if the team works very effectively together, the hypnotist as well as the hypnosis coordinator, I think that the information obtained is good information. And if the case is solved by a license plate number that is remembered, it is rather indisputable about the value of that recall.

Senator SPECTER. Thank you for that slight digression. I know I am interested in the use of hypnosis in the courts, and others are too.

If you will proceed with your testimony now.

Mr. DEPUE. OK. As you can see, we also have police instructors throughout the 59 divisions of the FBI in various behavioral science topics. The academic disciplines that are represented by my

staff are psychology, sociology, criminology, police science in the administration of justice, all members of the Behavioral Science Unit faculty are also adjunct faculty members of the University of Virginia with whom we are affiliated.

I am now down to the functions. As you can see, there are three major function areas. The first one is training. I think training is pretty much self-explanatory. I could mention some of the courses or some of the topics upon which we do training. For instance, we teach a course to the National Academy in applied criminal psychology, a course in interpersonal violence, in sex crimes, a course in organized crime, and hostage negotiation and crisis intervention. Those kinds.

Senator SPECTER. Mr. Depue, what do you have at the present time which approximates the VI-CAP system?

Mr. DEPUE. All right. There are two programs that I would like to talk to you about. One is an ongoing investigative support program. It is called crime analysis and criminal personality profiling program. The other one is a research project, that is called the criminal personality research project. I believe that both are essential to the understanding of the serial murder and to making progress in dealing with them.

The criminal personality profile program has to do with a program that began in the early 1970's as a spinoff from a course that we were teaching in the National Academy which was called the applied criminology. Police officers, like Pierce Brooks, would talk about unsolved cases in that course and so the law enforcement, the special agent behavioral scientist would then analyze these unsolved cases right in the classroom with the benefit of 50 midlevel law enforcement managers, with an average experience of 14 years, and they begin to solve some of the crimes right in the classroom. And then the special agent behavioral scientist would analyze them and tell him his best guess about the kind of personality they might be looking for in an unsolved case.

Senator SPECTER. Does the FBI have anything in existence which would deal with these serial murders?

Mr. DEPUE. Yes, sir, we do. We have developed that very elementary kind of profiling that occurred years ago to a much more refined and sophisticated process by which we now allow law enforcement agencies from throughout the country that have particularly violent crimes, crimes especially that are bizarre or unusual or particularly vicious. They can submit those cases to us and my staff will conduct, will analyze those cases. The kinds of materials that are necessary for us to do our work are—we need all the crime scene photographs, we need the autopsy photographs and reports, we need the police reports, whatever the police department may have on an unsolved case, we ask them to submit it to us, and then we analyze, we scrutinize all that material, and then we interpret it from a behavioral point of view.

Senator SPECTER. What is your opinion of Detective Brooks' suggestion on the VI-CAP system?

Mr. DEPUE. I think that it is a suggestion that is long overdue. I am personally aware of the fact that Pierce Brooks has been working on it for a number of years. I think that the concept is a good one. It is necessary and it is possible to do.

Senator SPECTER. Do you think that the FBI is the appropriate location for it?

Mr. DEPUE. Yes, I do.

Senator SPECTER. What kind of costs do you think would be involved to structure the system that Detective Brooks has outlined?

Mr. DEPUE. I would not place the cost as high as it has been placed. If VI-CAP is located at the FBI Academy, much of the overhead cost would be taken care of. I already have a staff that can do the analysis of these crime scenes.

Senator SPECTER. So you think it would not be necessary to employ 10 or a dozen new men at the cost of \$1 million?

Mr. DEPUE. I do not think so. I have not discussed at length with Pierce the reason for having these analysts around the clock, for instance. I think if we have a good data processing support system, that that system would in and of itself flag, make the linkages between unsolved homicides and flag those.

Senator SPECTER. Mr. Depue, the committee would appreciate it if you would consult with Detective Brooks and give us supplemental information on what you think a system would cost. It would be very helpful to us.

Mr. DEPUE. All right.

Senator SPECTER. Would you think it necessary to have any legislative change from the Congress to have such an authorization for this operation?

Mr. DEPUE. I do not think so.

Senator SPECTER. You think it could be done administratively within the Department without new laws?

Mr. DEPUE. I think so.

Senator SPECTER. Senator Hawkins.

Senator HAWKINS. How many cases has the Behavioral Science Unit been involved in last year? Do you know?

Mr. DEPUE. We were—we received about 250 cases of which we completed an analysis and furnished profiles in about 230.

Senator HAWKINS. Is that an increase or decrease over the previous year?

Mr. DEPUE. That is an increase and a significant increase. For instance, in 1979 there were 43 cases.

Senator HAWKINS. How many?

Mr. DEPUE. Forty-three cases submitted to us in total.

Senator HAWKINS. How do you feel about working hand in hand with the tracking system for serial murderers? You responded to Senator Specter that it is an idea which is long overdue. We discussed with Detective Brooks his complete dedication to even helping, you know, work the system out.

Mr. DEPUE. I would have absolutely no trouble working with Pierce Brooks or anyone that I know who is associated with the VI-CAP idea. I think that we already have quite a close working relationship. We have a research project that is underway on the serial murderer. We have interviewed 35 of these serial murderers at great length and with a very sophisticated 57-page interview instrument. We have worked with Pierce in that project. He is a member of our advisory board for that research project, and he is very supportive of us and we are very supportive of him because we are all trying to accomplish the same thing.

Senator HAWKINS. And it is your position that you do it with no extra people and no extra money, is that what I heard you tell Senator Specter?

Mr. DEPUE. No, I did not say that exactly.

Senator HAWKINS. It is the company line up here, you know.

Mr. DEPUE. I just said I do not think it would take 12 people, and I am certain that it would take some hardware and some software. It would take some construction at the Academy, not building a new building but some remodeling. It would take some consultants. I would very much want to bring Pierce Brooks aboard. There is a young Ph.D. in engineering who is very bright in the area of data processing, Dave Icove, that I would like to bring aboard, and some other people. I am just not sure that it would require that the Center be open around the clock or that it be manned around the clock.

Senator HAWKINS. But your mind is not closed to that?

Mr. DEPUE. It is a possibility that we would leave it open.

Senator HAWKINS. Thank you very much.

[The prepared statement of Mr. Depue follows:]

PREPARED STATEMENT OF ROGER L. DEPUE

Mr. Chairman and Members of the Subcommittee:

I am Roger L. Depue, Unit Chief, Behavioral Science Unit, Training Division, FBI Academy, Quantico, Virginia.

I want to thank you for the privilege and the opportunity to appear before this Subcommittee to discuss the work of the Behavioral Science Unit of the FBI as it relates to the serial murderer, and as it reflects the need for a coordinated effort between the FBI, state and local law enforcement agencies to identify, locate and apprehend this most fearsome of criminals.

The Behavioral Science Unit is one of 12 units in the Instructional Services Branch of the Training Division of the FBI. The unit consists of a Unit Chief, nine Supervisory Special Agent Behavioral Scientists, one Homicide Specialist who is a retired police homicide detective, and two support staff. Four additional investigative Special Agents are joining the unit to work as profiling specialists. This increase in personnel will enable the Behavioral Science Unit to offer expanded consultation services to the law enforcement community. The unit has also trained field Special Agents to serve as profile coordinators, hypnosis coordinators and police instructors in various aspects of behavioral science in the 59 FBI Divisions throughout the country. The unit maintains expertise in the following behavioral science disciplines as they pertain to law enforcement: psychology, sociology, criminology, police science and the administration of justice. Instructional responsibilities include researching, developing, and conducting courses covering topics such as death investigation, interpersonal violence and sex crimes, applied criminal psychology, hostage negotiation, crisis inter-

vention, hypnosis, law enforcement stress and personal problems, and police/community relations. Courses on these topics are conducted in training programs both at the FBI Academy and throughout the country. Presentations are also made at law enforcement oriented conferences, conventions, and seminars. The FBI Academy is affiliated with the University of Virginia and members of the Behavioral Science Unit possess the requisite academic degrees to qualify them as adjunct faculty.

Over the years the Behavioral Science Unit has developed into a resource which the law enforcement community can turn to for analysis of crime and understanding of criminal behavior. The unit provides consultation services and conducts research into criminal behavior from a law enforcement perspective.

There is an investigative support program and a research project which have direct impact on the serial murderer. The first is the Crime Analysis and Criminal Personality Profile Program, which provides direct assistance to federal, state, and local law enforcement agencies during ongoing investigations. The second is a major research effort designed to accumulate information on the serial murderer and to gain insight into his mind by conducting intensive interviews of these incarcerated murderers. This effort is called the Criminal Personality Research Project.

Through the Crime Analysis and Criminal Personality Profile Program, the Behavioral Science Unit furnishes direct investigative support and consultation upon request to the law enforcement community in cases where criminal behavior is considered to be particularly unusual, vicious or bizarre. The majority of requests involve complex homicide cases where all logical investigation has been completed and no viable suspect has been identified. Cases often have multiple victims and sometimes involve more than one law enforcement agency.

The Behavioral Science Unit has trained Special Agent Profile Coordinators in each field division to screen requests for assistance and to facilitate referral of appropriate cases to the Behavioral Science Unit for analysis.

The homicide cases received are analyzed by examining crime scene photographs, police reports, autopsy reports and photographs, laboratory reports, witness statements, and any other pertinent information available. The analysis is followed by a behavioral interpretation of the crime scene. A hypothesis is formulated about how and why the crime occurred. A profile of the perpetrator(s) is constructed and a written report is sent to the field office profile coordinator for dissemination to the requesting agency. The profile usually sets out both physical and personality characteristics of the hypothetical unknown offender. It often contains information regarding motivations and developmental history, strengths and weaknesses, tastes and personal habits, probable activities, intelligence level, social and economic status, and some descriptive data. The profile is useful in narrowing the focus of the investigation and in directing consideration toward persons who possess characteristics of known offenders who have been responsible for similar crimes in the past. The profile frequently provides investigators with new leads. Sometimes the profile fits an individual who had been previously interviewed in the case, or who is known to police or to residents of the community. When a suspect is identified, investigators can consult with the Behavioral Science Unit regarding personality assessment, intelligence gathering, planning arrests and searches, and interview techniques. Prosecutors have contacted the Behavioral Science Unit for assistance in planning prosecutive strategy.

There is an increasing demand from state and local law enforcement agencies for consultation for crime scene analy-

sis and profiling support from the FBI. During 1982, the Behavioral Science Unit handled 230 profile matters, as compared to 152 in 1981 and 43 in 1979. During 1982, the cases analyzed included 544 victims of violent crimes such as homicide, rape, assault, arson, child molestation, and equivocal deaths. Followup attempts to determine the value of the profiling service in 1982 revealed that the technique assisted in the identification and/or prosecution of offenders responsible for 50 homicides and 126 rapes. In 1981, the service contributed to the solution of 23 homicides and 57 rapes. It is important to keep in mind that these cases were generally considered "unsolvable" when they were referred to the Behavioral Science Unit for analysis.

Because of the success of this program there is also an increase in demand for training in the technique. A number of the major police departments have requested the opportunity to assign police investigators to work as interns with Behavioral Science Unit members in order to learn profiling skills. The FBI Academy is not in a position to accommodate them at the present time. Completion of research currently underway, additional data processing support, and the training of new personnel must be accomplished first.

In conjunction with the knowledge gained by the "firsthand" experience of analyzing homicide crime scenes in the profiling program, the Criminal Personality Research Project is also making a major contribution to understanding the criminal mind of the serial murderer. This research project began in 1978 with the premise that skillful interviews of incarcerated assassins and murderers conducted by Special Agents with behavioral science, investigative, and profiling backgrounds could yield significant insight into their thought processes, motivations, and behavior. The interviews began

with assassin personalities such as Sirhan Sirhan, Arthur Brehmer, "Squeaky" Fromme and Sarah Jane Moore. Then the emphasis shifted to the multiple and serial murderers such as Edmund Kemper, David Berkowitz, Richard Speck, and Montie Rissell. Interviews for this research project are not attempted until the legal appeal process has been exhausted. The interviewee is informed that the purpose of the interview is to allow the FBI to gain information and insight into how the offender successfully committed his crimes. They are told that the information obtained will be used to improve law enforcement investigative techniques and in training programs for persons professionally involved in the criminal justice system. The interviews are purely voluntary in nature and an interview consent form is signed.

A 57-page research protocol has been developed with the assistance of Behavioral Science Unit consultants, specializing in the study of violent crimes. The instrument is completed on each person interviewed in the project. Data from the protocol is to be processed and analyzed by computer to attempt to determine commonalities of background, developmental history, behavior and method of operation associated with various kinds of homicidal personalities.

The interviews are conducted largely from the law enforcement perspective. Research involving interviews of serial murderers has not been done from this perspective before. Virtually all studies of the homicidal personality using the interview process have been done from the clinical or therapeutic perspective. The object of conducting an interview from the law enforcement perspective is to build a body of knowledge to be used to detect, identify, locate, apprehend and successfully prosecute homicidal offenders. The clinical interests of diagnosis, therapy and rehabilita-

tion are minimal. The law enforcement behavioral scientist prepares for the interview in a unique way and asks questions which are meaningful to an investigator. He studies each criminal case and crime scene in great detail prior to the interview of the perpetrator of those acts.

Crime is human behavior. Violent crime is significant human behavior. Murder is the most despicable of human acts and is probably the most significant behavior the offender ever exhibits. To understand the mind of the serial murderer, it is necessary to scrutinize these most significant acts as they have been recorded and preserved by trained investigators and forensic scientists. The crime scene itself often reveals a great deal about the personality of the killer. For example, a homicide scene may portray evidence of hatred, rage and impulsivity or coolness, detachment and cunning. It is essential to study the killer's work in detail, as grotesque and hideous as it might be, in order to prepare for an intelligent discussion of it with him.

Traditionally, behavioral scientists have not done this careful analysis of the crime scene in their research efforts to understand the homicidal personality of the serial murderer. This omission might be comparable to interviewing a great artist to gain insight into his creative personality without ever examining his actual art work.

When the Special Agent investigator who has personally analyzed hundreds of crime scenes and who routinely constructs profiles of unknown offenders in ongoing investigations also analyzes the crime scenes of known serial murderers in preparation for an interview, many similarities with unsolved homicides are noted and many practical questions occur to him. It is this preparatory process which helps to make the interview unique. The serial murderer inmate may possess information

which could assist the profiler to more thoroughly interpret a crime scene in ongoing unknown offender cases and open new avenues for investigation. The opportunity to ask questions about crime scenes and criminal behavior which investigators have always wanted answers to is there. An example of such a question might be: "How did you get the child out of a crowded shopping mall without anyone noticing?"

The interview from the law enforcement perspective is primarily concerned with "how" the perpetrator did what he did, how he was able to function successfully committing his crime time and time again despite concerted community and law enforcement efforts to stop him. As new questions are formulated and as answers are obtained, the repertory of knowledge useful for homicide investigation expands. The crimes are no longer characterized as "senseless" and unexplained. The various behavioral patterns of killers who have perpetrated a "successful" string of murders are gradually becoming known making counteraction and interdiction more possible.

In October of 1982, consultants of the Behavioral Science Unit, led by Dr. Ann Wolbert Burgess (Trustees of Health and Hospitals of the City of Boston, Incorporated), received a grant of \$128,000 from the National Institute of Justice to continue work with Behavioral Science Unit members to complete the Criminal Personality Research Project on the serial murderer. It is anticipated that the project will be completed by October, 1984. Thirty-five interviews have been accomplished at this time. A total of 100 interviews is desired. While the data has not yet been fully processed, preliminary analysis has yielded valuable information. Information resulting from our profiling experience and from our research efforts is being disseminated to the law enforcement community in FBI Academy publications, training programs and consultations.

The crime analysis and research processes which have been developed by the Behavioral Science Unit have utility in researching other kinds of crime as well. Plans have already begun to conduct similar research of the child molester and of the serial rapist.

The FBI has a national perspective. The faculty and staff of the Training Division have the opportunity to travel throughout the country and observe firsthand the state of the art in crime control. In addition, the thousands of FBI Training Division program participants continually furnish information on law enforcement problems, projects and trends. There are a number of imaginative and innovative programs and ideas which have great promise for the control of crime.

One of the problems is that efforts to interpret, predict and control violent crime are often fragmented and uncoordinated. Many law enforcement agencies may not be aware that certain capabilities exist. For example, a group led by Dr. David Icove developed AIMS (Arson Information Management System) to effectively combat the arsonist, yet many police departments experiencing arson problems do not know of it. Similarly, Dr. Murray Miron of Syracuse University has developed an excellent computer supported psycholinguistic analysis process for threatening messages. Pierce Brooks originated the idea of VI-CAP (Violent Criminal Apprehension Program) several years ago and it has yet to come about. Kenneth Wooden, founder and Director of the National Coalition for Children's Justice, has a plan to use computers to find child victims and the procurers who sexually exploit them.

Serial murderers and other repeat violent crime offenders have plagued this nation for many years. They have freely

moved around in our communities, states, and throughout our country committing their acts again and again successfully evading detection, apprehension, and prosecution. Their crimes have been described as "senseless" and their behavior has been considered unpredictable because we did not understand them. The tide is turning for these human predators. We are beginning to understand.

Mr. Chairman, thank you for this opportunity to tell you of our work.

Senator SPECTER. Well, I think this has been very helpful. I very much appreciate your testimony, Mr. Depue, and if you would follow up with Detective Brooks, I think that we will be well on our way.

This hearing has given me a fuller picture of serial murders and unsolved murders. Senator Hawkins and I shall pursue the problems surrounding the serial murders as she has outlined.

Because of the excellent work that your unit has done, I think that, if we can build on Detective Brooks' experience, we will be in a position to add the computer system. This system will work to improve the detection system and, like the measures we took last year to aid missing children, will result in better protection for the American people.

So we thank you all very much. Thank you, Senator Hawkins. Senator HAWKINS. Thank you.

[Whereupon, at 10:53 a.m., the subcommittee adjourned, subject to the call of the Chair.]

APPENDIX

J. KENNETH ROBINSON
7TH DISTRICT, VIRGINIA

COMMITTEES:
APPROPRIATIONS
INTELLIGENCE

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Congress of the United States
House of Representatives
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Aug. 2, 1983

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TELEPHONE: (703) 373-0536

The Hon. Arlen Specter, Chairman
Senate Subcommittee on Juvenile Justice
331 Hart Building
United States Senate

INSIDE MAIL

Dear Mr. Chairman:

I am writing with regard to the oversight hearing conducted by the Subcommittee on July 12th to examine certain murder cases involving children. This hearing was of particular interest in my district, in view of a recently concluded murder trial conducted in Charlottesville, Virginia, in which Glenn H. Barker, a 24-year-old former resident of North Carolina, was found guilty of second-degree murder for the abduction and death of a 12-year-old girl, Katie Worsky, daughter of Mr. and Mrs. Alan Worsky of Charlottesville. Miss Worsky's body has never been found.

It is my understanding that the convicted murderer in this case had, while a resident of North Carolina, been charged on a previous occasion with kidnapping with intent to terrorize a young woman. Through plea-bargaining, the charges against him were reduced to simple assault, and he was released under a court order to seek psychiatric counselling, which he failed to secure on relocating to Virginia, in violation of his probation terms.

I am wondering if there would be merit in expanding the capability of the National Crime Information Center, perhaps through its Computerized Criminal History File, to include all individuals in a parole violation status, particularly as to failure to report to a parole officer as required by terms of probation, or known or presumed removal of residency from the jurisdiction in which paroled, provided such individuals had been paroled after conviction of a felony involving homicide or rape, or conviction of any sexual assault offense, whether felony or misdemeanor.

Such a capability could enable local law enforcement authorities, engaged in investigating major crimes of violence, to identify possible suspects from among persons with histories of similar crimes who might have relocated to their areas after breaking parole in jurisdictions in which convicted and paroled.

In this connection, I wish to call your attention to a brief excerpt from a 14-part broadcast series, "Remembering Katie," which was prepared by Jerry Martin of WXAM Radio in Charlottesville, and aired by that station on July 12th. Mr. Martin had interviewed several citizens of Charlottesville in preparing his reports, including Charlottesville Police Chief John deK. Bowen, and the victim's father, Alan Worsky. Both men, he reported, believed Miss Worsky's murder could have been prevented. His broadcast contained this exchange:

PLEASE REPLY TO WASHINGTON UNLESS INDICATED: WINCHESTER CHARLOTTESVILLE FREDERICKSBURG

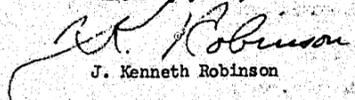
-2-

JERRY MARTIN: "Glenn Barker, Katie's convicted killer, was one who was turned loose after getting a kidnapping charge reduced to simple assault. Again, Alan Worsky:"

ALAN WORSKY: "I think if the authorities here were notified of his prior history, and if he went through with his probation as it was supposed to have taken place, maybe this might not have happened. I think there needs to be communication from state to state and city to city and county to county when a person, such as Barker, is left walking the streets. History repeats itself too often. Commit one crime, too many of them come back and commit a second, and a third..."

It is hoped that these views and enclosures may be considered part of the hearing record as the Subcommittee continues to deliberate what further federal initiatives might prove helpful to prevent the heinous crime of murder.

Sincerely yours,


J. Kenneth Robinson

Enclosures

CC: Files

WXAM RADIO/P.O. BOX 1294/CHARLOTTESVILLE, VIRGINIA 22902/804 977-1400



July 18, 1983

Honorable J. Kenneth Robinson
U.S. House of Representatives
2233 Rayburn Building
Washington, D.C. 20515

Dear Representative Robinson:

WXAM Radio News is pleased to comply with the request from your office for taped copies of a radio news series and an interview for incorporation into the oversight hearing records of the U.S. Senate Subcommittee on Juvenile Justice.

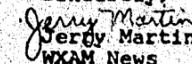
It is understood by this reporter that the subcommittee, chaired by Senator Arland Specter of Pennsylvania, is examining certain murder cases pertaining to children, in which the murderer(s) move from state-to-state to avoid prosecution. It is particularly ironic that the day WXAM News became aware of the hearings was Tuesday, July 12, 1983, the first anniversary of a tragic killing of a 12-year old Charlottesville girl by a man previously charged with terrorizing and kidnapping in North Carolina. The now-convicted second degree murderer, in this case, however, plea-bargained, and received a suspended sentence with provisions. Once he relocated to Virginia, however, he violated his probation and failed to seek court-ordered psychiatric counsel.

On the anniversary of the disappearance and death of Katie Worsky, WXAM News broadcast a 14-part series on the "humanistic" side of the case, featuring a 45-minute interview with the youngster's father, Alan Worsky, conducted on July 8, 1983. The Worsky family, and we, here at WXAM, hope these tapes act as a catalyst in the creation of cooperation between law enforcement agencies and the courts to prevent such a tragedy and travesty from ever happening again. The Worsky family knows of the request, and heartily supports efforts to increase cooperation on a state-to-state basis.

If this reporter can be of further assistance to you, your office, or the Senate Subcommittee on Juvenile Justice, please do not hesitate to contact me.

Thank you for your time. Your support in this endeavor is appreciated.

Sincerely,


Jerry Martin
WXAM News

cc: Alan Worsky & Family

Investigative Techniques

A Psychological Assessment of Crime PROFILING

By RICHARD L. AULT, JR. and JAMES T. REESE

Special Agents
Behavioral Science Unit
FBI Academy, Quantico, Va.

Editor's Note: As an adjunct to its instructional programs in abnormal psychology, the Behavioral Science Unit, FBI Academy, Quantico, Va., has attempted to assist the law enforcement community in the preparation of psychological profiles in selected unsolved criminal cases. "A Psychological Assessment of Crime: Profiling" is the introductory article in a three-part series of reports on the use of psychological criminal analysis as an investigative technique. Subsequent articles will feature the specific application of this technique to lust murderer and arson-for-profit investigations.

During the summer of 1979, a woman in a suburban city on the east coast reported to the police that she had been raped. After learning the facts of this case, the investigating officer realized that this was the seventh rape within the past 2 years wherein the same *modus operandi* was used. There were no investigative leads remaining in any of these incidents. The investigation conducted thus far had yielded no suspect.

The incident reports, together with transcripts of interviews with the victims, were forwarded to the FBI Training Division with a request from the police department that a psychological profile of the suspect or suspects be provided. After careful examination of the submitted materials by the FBI Academy's Behavioral Science Unit, a psychological profile was constructed and provided to the requesting agency. The Behavioral Science Unit advised that these rapes were probably committed by the same person and described him as a white male, 25 to 35 years of age (most likely late 20's or



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early 30's), divorced or separated, working at marginal employment (laborer, etc.), high school education, poor self-image, living in the immediate area of the rapes, and being involved in crimes of voyeurism (peeping tom). It was likely that the police had talked to the rapist in the past due to his being on the streets in the neighborhood in the early morning hours.

Three days after receiving the profile provided to them, the requesting agency developed approximately 40 suspects in the neighborhood who met the age criteria. Using additional information in the profile, they narrowed their investigation to one individual and focused their investigation on him. He was arrested within a week. This case demonstrates how psychological profiling can be of assistance.

The role of the police officer in American society has never been accurately defined. Daily, it seems, police are burdened with new responsibilities and are required to be experts in responsibilities already assigned to them. There has, in recent years, been an increase in the public's awareness of the nature of police work. This additional insight has been provided primarily through the use of the media (TV, books, newspapers); however, this awareness is largely focused upon the police function of investigating crimes. Studies have indicated that criminal investigations actually occupy less than 15 percent of the police department's time.² The irony of this is that the function of investigating and solving crimes is extremely important to the public at large and is a major gage by which departments are rated by city officials who provide funding. This is especially true when a crime is committed which is so bizarre and shocking to the community that the public demands swift and positive action.

As the crime rate grows in this country and the criminals become more sophisticated, the investigative tools of the police officer must also become more sophisticated. One such sophisticated tool does exist and may help answer the question commonly voiced by police and others at the scene of a violent crime, "Who would do a thing like this?" This tool is the psychological assessment of crime—profiling.

The solution of crimes is the most difficult task for the police. The officer must arrive at the scene of a crime, work backward in an effort to reconstruct that crime, formulate a hypothesis of what occurred, and then launch an orderly and logical investigation to determine the identity of the criminal. During this process, items of evidence are carefully collected, identified, initialed, logged, and packaged for later examination, perhaps under laboratory conditions.

The purpose of this article is to acquaint the police officer with the fact that there are certain clues at a crime scene which, by their very nature, do not lend themselves to being collected or examined, and to familiarize the officer with the concepts of profiling. Clues left at a crime scene may be of inestimable value in leading to the solution of the crime; however, they are not necessarily items of physical evidence. For example, how does a police officer collect rage, hatred, fear, love, irrationality, or other intangibles? These aspects may be present at the crime scene but the untrained officer will miss them. Nothing can take the place of a well-executed investigation; however, the use of psychology to assist in the assessment of a crime is an additional tool which the police officer should use in solving crimes.

The purpose of the psychological assessment of a crime scene is to produce a profile; that is, to identify and interpret certain items of evidence at the crime scene which would be indicative of the personality type of the individual or individuals committing the crime. The term "profile" is defined in *Webster's Dictionary of the American Language* (1968)³ as "a short, vivid

biography briefly outlining the most outstanding characteristics of the subject." The goal of the profiler is to provide enough information to investigators to enable them to limit or better direct their investigations. For example, in one case, a profile provided enough information that officers recalled an individual whom they had already questioned that fit the profile description. When they returned to the individual, he confessed.

The officer must bear in mind that the profile is not an exact science and a suspect who fits the description is not automatically guilty. The use of profiling does not replace sound investigative procedures.

Profiling is not a new concept. During World War II, the Office of Strategic Services (OSS) employed a psychiatrist, William Langer, to profile Adolf Hitler. Langer assembled all that was known about Hitler at the time, and based upon the information he received, attempted a long-range "diagnosis," as well as some predictions about how Hitler would react to defeat.⁴

Police officers are often carefully trained in the techniques of crime scene searches. Forensic scientists constantly provide law enforcement personnel with the results of research which enable officers to maintain and update skills in gathering physical evidence. The concept of profiling works in harmony with the search for physical evidence. Behavioral scientists are busy in their attempts to research and catalog nonphysical items of evidence, such as rage, hatred, fear, and love. However, these attempts are usually oriented toward therapy rather than forensic applications.⁵ Nonetheless, the results may be applied to teach police officers to recognize the existence of these emotions and other personality traits in a crime scene. Once recognized, police may then construct a profile of the type of person who might possess these emotions and/or personality traits.

The basis for profiling is nothing more than the understanding of current principles of behavioral sciences, such as psychology, sociology, criminology, and political science.

Behavioral science is, at best, an inclusive science. It is often referred to as an "art form."⁶ However, its use does have validity in law enforcement. Human behavior is much too complex to classify, yet attempts are often made to do so with the hope that such a vastly complicated system can be brought into some control. The Diagnostic and Statistical Manual of Mental Disorders (DSM II), used by mental health professionals, is one example of this attempt.⁷ While attempts to neatly classify behavior are mostly unsuccessful, one must remember why these attempts are made. There are many types of "normal" and "abnormal" behavior.⁸ Many of these behaviors may have a label attached to them by behavioral scientists. It is most important to bear in mind that such a label is merely an abbreviated way to describe a behavior pattern. It is nothing more than a convenience by which professionals communicate. The important aspect is the specific characteristics or symptoms of each person. The symptoms are revealed in the way the individual "acts out" and in the responses which the individual may make to the professional. The labels may differ from doctor to doctor because they are simply each doctor's interpretation of the symptom.

A symptom, then, is the "visible evidence of a disease or disturbance,"⁹ and a crime, particularly a bizarre crime, is as much a symptom as any other type of acting out by an individual. A crime may reflect the personality characteristics of the perpetrator in much the same fashion as the way we keep and decorate our homes reflects something about our personality.¹⁰

A crime scene is usually confined to the area in which the crime was committed. For the purposes of this article, the term crime scene includes the following: The scene of the crime; the victim of the crime, as in the case of rape; and all other locations involved in the crime, including such areas as the recovery site when a homicide is committed in one location and the body deposited in another.

The victim is one of the most important aspects of the psychological profile. In cases involving a surviving victim, particularly a rape victim, the perpetrator's exact conversation with the victim is of utmost importance and can play a very large role in the construction of an accurate profile.

The profile is not all inclusive and does not always provide the same information from one profile to another. It is based on what was or was not left at the crime scene. Since the amount of psychological evidence varies, as does physical evidence, the profile may also vary. The profile information may include:

- 1) The perpetrator's race,
- 2) Sex,
- 3) Age range,
- 4) Marital status,
- 5) General employment,
- 6) Reaction to questioning by police,
- 7) Degree of sexual maturity,
- 8) Whether the individual might strike again,
- 9) The possibility that he/she has committed a similar offense in the past, and
- 10) Possible police record.

These profiles are not the result of magical incantations and are not always accurate. It is the application of behavioral science theory and research to the profiler's knowledge of patterns which may be present at various crime scenes.¹¹ It is important that the profiler have wide exposure to crime scenes so that he may see that these patterns may exist. It is also important that the individual attempting to profile crime scenes have some exposure to those criminals who have committed similar crimes.

The entire basis for a good profile is a good crime scene examination and adequate interviews of victims and witnesses. When officers find individuals who are willing to attempt psychological evaluations of crime scenes, they often ask the profiler what materials should be sent to him. Necessary items for a psychological profile include:

- 1) Complete photographs of the crime scene, including photographs of the victim if it is a homicide. Also helpful is some means of determining the angle from which the photographs were taken and a general description of the immediate area. One enterprising police officer developed the excellent technique of photocopying his crime scene sketch, attaching one copy to each photo, and then outlining in red the area which was included in the photograph.

- 2) The completed autopsy protocol including, if possible, any results of lab tests which were done on the victim.

- 3) A complete report of the incident to include such standard details as date and time of offense, location (by town as well as by actual site of incident), weapon used (if known), investigative officers' reconstruction of the sequence of events (if any), and a detailed interview of any surviving victims or witnesses. These items are usually a part of all investigations and do not generally require extra report writing or extra written material. Also included in most investigative reports is background information on the victim(s). Yet, this seems to be the area where the least amount of information is available to the profiler. Usually, this is because the investigative officer cannot possibly write down all of the many details concerning the victim which he collects while investigating the crime.

When the investigator provides information concerning a victim to a profiler, some items which the officer should include are:

- 1) Occupation (former and present),
- 2) Residence (former and present),
- 3) Reputation, at work and in his neighborhood,
- 4) Physical description, including dress at the time of the incident,
- 5) Marital status, including children and close family members,
- 6) Educational level,
- 7) Financial status, past and present,
- 8) Information and background of victim's family and parents, including victim's relationship with parent,
- 9) Medical history, both physical and mental,
- 10) Fears,
- 11) Personal habits,
- 12) Social habits,
- 13) Use of alcohol and drugs,
- 14) Hobbies,
- 15) Friends and enemies,
- 16) Recent changes in lifestyle, and
- 17) Recent court action.

The primary psychological evidence which the profiler is looking for is motive. After a survey of the evidence, the profiler applies an age-old rule known as "Ockham's razor" which, originally stated, is "what can be done with fewer assumptions is done in vain with more."¹² This 14th century philosophy has, in investigative circles, generally come to mean that given a problem with several alternative solutions, the most obvious answer is usually correct. An aid to the application of Ockham's razor is the intangible evidence that the observer gathers from the crime scene to tell him such things as whether the crime appears to be planned or whether it is the result of an irrational thought process.

Profiling is a valuable investigative tool but is not a magical process. Police officers do a great deal of profiling during the course of their work days. They constantly build mental images or profiles based upon crime scenes and then use these profiles in an attempt to limit the scope of their investigations. These profiles are based upon the officer's extensive knowledge of the type of crime he is investigating. When a crime so bizarre that it is out of the scope of the officer's experience occurs, there are behavioral scientists available who can assist by providing these types of profiles. The FBI provides limited service in the area of profiling and these limitations are based on the amount of time and manpower available to conduct such profiles.

Instruction is the primary purpose of the Behavioral Science Unit of the FBI Training Division. Courses in applied criminology, abnormal psychology, sociology, hostage negotiations, interpersonal violence, and other behavioral science-related areas are taught at the Academy to FBI Agents and police officers. In the past, as an adjunct to its instructional programs, the Training Division has attempted to assist law enforcement agencies with the preparation of psychological profiles. During the initial stages of the FBI's involvement in profiling, these profiles were limited to students attending the FBI National Academy. During the past year, however, over 100 unsolved cases have been received by the Training Division from law enforcement officers nationwide. Due to increased instructional and research commitments, it was necessary to implement guidelines and control measures to manage and monitor effectively this investigative technique.

It is most important that this investigative technique be confined chiefly to crimes against the person where the motive is lacking and where there is sufficient data to recognize the presence of psychopathology at the crime scene. Psychological analysis is not a substitute for basic investigative princi-

ples, and all logical leads must be exhausted before requesting this service. This technique is usually confined to homicides, rapes, etc., in which available evidence indicates possible mental deficiency or aberration on the part of the perpetrator. Cases will be profiled on a "time available" basis, with the more severe cases being given priority. It should also be understood that analysis is for lead value only, and clinical opinions will not be offered. Cases which, in the opinion of the Training Division, fail to meet these criteria will be returned to the requesting agency. Under no circumstances should physical evidence be transmitted to the Federal Bureau of Investigation, since the possibility exists that information received may not be returned to the agency.

An agency requesting a psychological profile should contact the Federal Bureau of Investigation field office located within the territory of the department and provide to them the information as requested herein. The agency should make it known to the field office that they are requesting a psychological profile from the Behavioral Science Unit, Training Division.

FBI

Footnotes

- ¹James O. Wilson, *Varieties of Police Behavior* (Cambridge, Mass.: Harvard University Press, 1968), p. 30.
- ²George G. Killinger and Paul F. Cromwell, *Issues in Law Enforcement* (Boston: Holt Rinehart, 1975), p. 212.
- ³Webster's *New World Dictionary of the American Language* (New York: The World Publishing Company, 1978), p. 1163.
- ⁴Walter C. Langer, *The Mind of Adolph Hitler* (New York: Basic Books, Inc., 1972).
- ⁵James C. Coleman, *Abnormal Psychology and Modern Life* (Glencoe, Ill.: Scott, Foresman and Company, 1980).
- ⁶"Son of Sam: Implications for Psychiatry" (letter), *American Journal of Psychiatry*, 135 (1): 131, Jan. 1978.
- ⁷*Diagnostic and Statistical Manual of Mental Disorders*, 2d ed., (Washington, D.C.: American Psychiatric Association, 1968).
- ⁸Coleman, pp. 3-23.
- ⁹J. V. McConnell, *Understanding Human Behavior* (New York: Holt, Rinehart, and Wilson, Inc., 1974), p. 25.
- ¹⁰Sherill Whitton, *Elements of Interior Design and Decoration* (New York: J.B. Lippincott Company, 1963), p. 751.
- ¹¹R. Brittain, *The Sadistic Murderer*, *Medical Science and the Law*, Vol. 10, 1970, pp. 198-204; Donald Lundo, *Murder and Madness* (San Francisco: San Francisco Book Company, Inc., 1976).
- ¹²*The Encyclopedia of Philosophy* (New York: Macmillan Company, 1967), Vol. 8, p. 307.

Offender Profiles

A MULTIDISCIPLINARY APPROACH

EDITOR'S NOTE: In recent months, the FBI Law Enforcement Bulletin has featured several articles on the application of psychological profiles as an investigative technique in selected criminal cases. The use of psychological criminal analysis is the product of a pilot project initiated by the FBI in 1978. This initial project, aimed at formulating criminal offender profiles through investigative interviews with incarcerated felons, led to the development of an ongoing systematic study—The Criminal Personality Interview Program. This program is designed to identify the salient characteristics, motivations, attitudes, and behaviors of offenders involved in specific types of crime.

Two members of the FBI Academy's Behavioral Science Unit, Special Agents Robert K. Ressler and John E. Douglas, and two internationally recognized authorities in the field of sexual assault, Dr. A. Nicholas Groth and Dr. Ann Wolbert Burgess, comprise the research team for this project. Dr. Groth is Director of the Sex Offender Program for the Connecticut Department of Correction and is a clinical psychologist who has worked extensively with convicted sexual offenders. Dr. Burgess is Professor and Director of Nursing Research at Boston University School of Nursing and is a clinical specialist in psychiatric mental health nursing who has worked extensively with victims of sexual assault. This article is a joint effort of members of this research team.

The psychology of criminal behavior, its patterns, dynamics, and characteristics, is an inadequately addressed area of research. It is difficult to enlist the cooperation of an offender prior to trial, since open disclosure could serve to incriminate him. Following conviction, the offender's participation in a psychological evaluation is geared toward the desired outcome of his disposition hearing or pending appeals. After his incarceration, the offender generally becomes inaccessible to behavioral scientists. For the most part, attempts to research criminal behavior have been confined to individual case reporting, which is subject to an inability to differentiate the relevant from the irrelevant, and to a large-scale statistical analysis of offense data retrieved from police records, in which individual differences are treated as error. Therefore, it was believed that a systematic study of incarcerated offenders whose appeals had been exhausted, combined with a review of all relevant documents and pertinent case records, direct observations, and firsthand investigative-clinical interviews with the subject, might yield important insights into the psychological nature of criminal behavior.

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The question remained as to whether incarcerated offenders would cooperate in such research. In order to determine the feasibility of the intended study, a pilot project was undertaken. Crimes in which the FBI either has primary jurisdiction or has traditionally assisted local agencies by providing technical assistance and special expertise, such as hostage/terrorism, skyjacking, extortion/kidnaping, assassination, and mass/multiple murder, were targeted for study. Guidelines were formulated in conjunction with the Legal Instruction Unit of the FBI Academy.

Eight convicted offenders were then approached and asked if they would be willing to be interviewed about their crimes. They were long-term incarcerated felons lodged in various State and Federal penitentiaries and were selected for the gravity of their violent crimes. The results were very encouraging. Based on this response, plans were developed for an

During the 1979 Fiesta Parade in San Antonio, Tex., a sniper, who was a former mental patient, killed 2 persons and injured 51 others, including 13 children and 6 policemen. Photos depict shooting scene and arsenal used by the sniper. Insight into the psychological behavior of persons involved in such crimes is the overall goal of this research program.



Dr. Burgess



Dr. Groth



Special Agent Resler

extended, ongoing systematic study of convicted offenders in order to better understand the patterns and dynamics of criminal behavior. Sexual homicide was selected as the initial area of primary focus and concentration because it is a lethal type of crime that attracts a great deal of public attention.

Background of FBI Profiling

For the past few years, efforts at developing psychological profiles of suspects for individual cases of sexual assault/homicide have been undertaken by members of the Behavioral Science Unit.¹ These cases were referred to the unit by local police departments. From the available evidence and information, unit members developed a psychological composite of the suspect. The approach is one of brainstorming, intuition, and educated guesswork. The product was the result of years of accumulated investigative experience in the field and familiarity

with a large number of cases. No formal data bank, however, has been developed against which new cases can systematically be compared. Also, there is little or no followup once an offender has been successfully apprehended and convicted. Consequently, there is very little subsequent input of information which would serve to sharpen and refine the existing body of knowledge.

Given the opportunity to interview identified offenders and realizing the need to develop a protocol to insure systematic retrieval of pertinent data, the Training Division engaged the services of Dr. A. Nicholas Groth and Dr. Ann Wolbert Burgess, two experts in the field of sexual assault who had been conducting specialized police schools on rape and child molestation for law enforcement agents at the FBI Academy. This professional affiliation provided a multidisciplinary approach to the study of the sex murderer, combining contributions from both law enforcement and the behavioral sciences.

From a review of the pertinent literature and from the direct, firsthand field experience and prior work of the researchers, this team proceeded to develop a data schedule for investigative inquiry and offender assessment.

This instrument provided not only guidelines for interviewing subjects but also a system of recording and coding relevant data to permit computer analysis and retrieval. This protocol (which continues to undergo revision and refinement) is divided into five sections: (1) Physical characteristics of the offender, (2) background development, (3) offense data, (4) victim data, and (5) crime scene data. It encompasses the offender's physical description, medical/psychiatric history, early home life and upbringing, schooling, military service, occupation/vocational history, sexual development and marital history, recreational interests, criminal history, the characteristics of his offense, modus operandi, victim selection, and the scene of his crime.

Once the assessment schedule had been designed, it was administered to three groups of sexual offenders—sex murderers, rapists and child molesters, and sex offenders confined to a mental health facility. During the first year (1979) of the study, interviews with 26 men who were convicted of a



Special Agent Douglas



Edmund E. Kemper, a mass murderer, is interviewed by SA Douglas.

sex-related homicide and were incarcerated in various institutions across the country were completed. The second group—rapists and child molesters incarcerated in a maximum security prison—consisted of approximately 125 adult male offenders who were administered the interview schedule. These subjects were equally divided between those who had sexually assaulted adults and those who had sexually assaulted children. Sex offenders committed to a security treatment (mental health) facility following conviction but prior to disposition comprised the third group. Approximately 100 men were interviewed, again equally divided between rapists and child molesters.

Computer programs were then written to process the data. It is anticipated that as this body of data accumulates, it will provide information about a number of issues pertaining to the sexual offender.

Interestingly, institution officials have been supportive of the research investigation efforts, and the offenders themselves have been very receptive to our solicitation for their help and participation in this study. Although a few have denied or minimized their culpability, the majority have provided information consistent with the known facts of the case.

What prompts convicted offenders to cooperate with law enforcement agents? A variety of reasons exist. For those troubled by what they have done, cooperation may be an effort to gain some perspective and understanding of their behavior or an effort to compensate and make some type of restitution. Others, especially if they feel forgotten or ignored, may respond to the fact that someone is paying attention and showing some interest in them. A selected number of multiple murderers appear to be fascinated with law enforcement, as evidenced by their attempts to become identified with the profession, i.e., posing as law enforcement officers, holding positions such as security guards or auxiliary police, etc. These offenders welcome an opportunity to again associate themselves with investigative efforts. Some may expect that cooperation will result in favors or benefits; others may feel



Selected inmates of the Oregon State Penitentiary participated in the research program.

they have nothing to lose, since all their appeals have been exhausted and no realistic hope for parole or pardon exists. Finally, others may participate in the study because it provides an opportunity to dwell on and recapture the fantasies, memories, and accompanying feelings of the original offense. Whatever their reasons, noble or selfish, healthy or pathological, each in his own way contributes something toward understanding the variety and complexity of this category of crime.

Statistical Procedure

The reliability and the validity of the data retrieved from the study of these offenders will ultimately be tested by the accuracy with which predoc-trines (offender profiles) derived from this data pool are fulfilled. It is from these data that various types of offender profiles are beginning to emerge. Although no two offenders are exactly alike, and there is a wide range of individual differences found among offenders who commit similar offenses, they also share some similarities or common traits. It will be both these important differences and the important similarities that serve to differentiate and identify different kinds or specific types of offenders within the same offense category.

Goals and Purposes of Program

This criminal personality research program is designed to contribute to advances in the study of sexual homicide—a subject about which little dependable information is currently available—by establishing a national data bank from which reliable information can be retrieved. From the data derived from this research, offender

profiles will be developed based on identifiable behaviors, traits, and characteristics. The profiles, in turn, will aid local law enforcement agencies in the investigation of the crime and the identification and apprehension of offenders. In addition, such profiles and related information will serve to improve interrogation techniques and interviewing skills and to identify those techniques which will be most productive with each type of offender.

Knowledge gleaned from this research will have important implications

“... an extended, ongoing systematic study of convicted offenders [was initiated] in order to better understand the patterns and dynamics of criminal behavior”

for crime prevention by identifying important biopsychosocial factors of an offender. It will assist by attempting to provide answers to such questions as:

- 1) What leads a person to become a sexual offender and what are the early warning signals?
- 2) What serves to encourage or to inhibit the commission of his offense?
- 3) What types of response or coping strategies by an intended victim are successful with what type of sexual offender in avoiding victimization?
- 4) What are the implications for his dangerousness, prognosis, disposition, and mode of treatment?

Current emphasis is on the rapemurderer, since the Training Division receives annually close to 100 unsolved, sex-related homicides for review and analysis. This research program is envisioned as ultimately expanding to encompass a broader variety of felony crimes to include hostage-taking and techniques to improve hostage negotiation. A further benefit will be the improvement of techniques of interviewing, interrogation, and informant targeting in criminal and espionage matters. The present

study, which addresses sexual assault, is unique in that it represents the combined approaches of law enforcement/criminal justice and behavioral science/mental health professionals, as well as active participation and direct contribution from convicted felons, to combat this major type of serious crime.

FBI

Footnote

¹Richard L. Ault, Jr., and James T. Roosa, "A Psychological Assessment of Crime: Profiling," *FBI Law Enforcement Bulletin*, vol. 49, No. 3, March 1980, pp. 22-25.

END