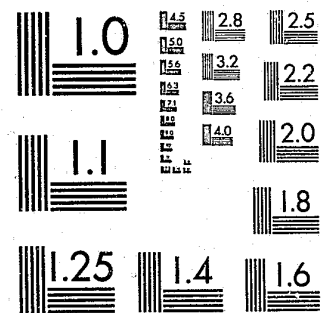


National Criminal Justice Reference Service



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National Institute of Justice
United States Department of Justice
Washington, D. C. 20531

10/28/83

FINAL REPORT
ON THE
ORGANIZED CRIME BULLETIN

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

GRANT #76-TA-99-0012

February 1977

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Prepared by
The Police Management and Operations Divisions

- Police Management Division
- Professional Development Division
- Division of State and Provincial Police

INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE



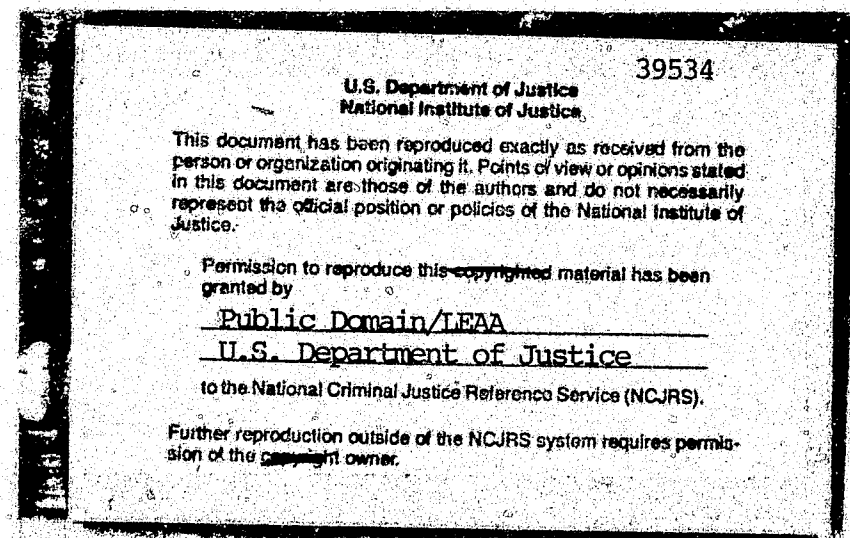
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FINAL REPORT
ON THE
ORGANIZED CRIME BULLETIN

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION (LEAA)
GRANT #76-TA-99-0012

FEBRUARY 1977



DIVISION OF STATE AND PROVINCIAL POLICE
INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE
Eleven Firstfield Road, Gaithersburg, Maryland 20760

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ORGANIZED CRIME BULLETIN

Background of the Problem

Controlling and eliminating organized crime have been major concerns of the IACP since the turn of the century. Early attempts to address the problem were aimed primarily at:

- Exploring and defining the true nature and scope of organized crime activity
- Requesting federal legislation to prevent and control organized crime activity
- Discussing and disseminating organized crime information including the political implications of organized crime and its dependence on official corruption.

In the early 1960's, a special IACP committee was named... "to study the effects of organized crime on American society and to make recommendations to the Association on means of combatting this menace."* This committee's report to the 1964 IACP Annual Conference presented several recommendations designed to encourage:

- Close liaison and cooperation among all law enforcement agencies
- Establishment of intelligence units in every law enforcement agency
- Greater use of The Police Chief to disseminate information on the control of organized crime

*Edward J. Allen, "The IACP and Organized Crime," The Police Chief, Volume 38, No. 9 (September, 1971), p. 24.

In addition, it was strongly recommended that the Committee on Organized Crime, as set up by the Executive Committee of the IACP, continue to function indefinitely.

During the past decade, a great deal of Association effort has been devoted to the organized crime problem. At the 1966 IACP Annual Conference, for example, a workshop was conducted in which panelists discussed a wide range of topics related to organized crime and its effect on American society.

The Organized Crime Committee report to the 1969 IACP Annual Conference summarized recent technological developments in the fight against organized crime including advances in electronic surveillance, expanded training programs, and increased cooperation among all levels of law enforcement.

The 1970 Organized Crime Committee report recommended that the IACP seek to educate the public on organized crime activities and to develop programs to assist state and local police in their efforts in this area.

By 1971, discussion centered on the security of intelligence files and the continued need for effective training programs for all police in the attack on organized crime. Attention was also focused on the advantages inherent in pooling information in a central registry repository.

Federal funding for the establishment and operation of organized crime intelligence units, as well as the purchase of necessary equipment, were recommended in 1972.

In spite of these on-going efforts and its historically aggressive posture in the prevention and control of organized crime, the Association recognized that much remained to be done to meet the challenge. Activity to date had largely been of a fragmentary, decentralized nature consisting of resolutions, proposals, recommendations, and committee reports. Existing information and programs still remained beyond the immediate availability of many local and state law enforcement officials. The myriad of existing data was fragmented or concentrated in a few jurisdictions.

The Organized Crime Committee, meeting in annual session at the IACP Annual Conference in September, 1974, discussed the need for IACP to establish a central reference and information center where police executives and other authorized law enforcement officials could secure information or referral on questions and matters relating to organized crime. A resolution was proposed to that effect and sent to the IACP Resolutions Committee where it received favorable endorsement. It was later approved by the membership meeting in general session.

A draft proposal to establish a National Advisory Center on Organized Crime was subsequently prepared and distributed in February, 1975, to all Organized Crime Committee members for their review and comment and revisions were made thereto based upon inputs received.

The IACP, in conjunction with the Organized Crime Committee, felt that the establishment of a National Advisory Center on Organized Crime (NAC) would, for the first time, concentrate in one place a single, united, and comprehensive reference and assistance resource to deal with organized crime on a national basis.

The Division of State and Provincial Police of IACP, in preparing the application for grant, envisioned that the goal of the National Advisory Center on Organized Crime, if established, would be realized by:

1. Creating a central reference/inquiry response service which would:
 - Compile, catalog, and make available to verified law enforcement agencies existing information on organized crime
 - Collect and publish timely information on strategies and problems related to organized crime
 - Provide an inquiry response service to verified law enforcement agencies on pertinent bibliographies, strategies, current programs, and related source materials
 - Provide a limited, basic assistance service to respond to requests for which no existing data are available
2. Conducting regional seminars to provide a forum for discussion of mutual problems and development of acceptable strategies
3. Providing advice and recommendations to help coordinate state, regional, and federal efforts to reduce and eliminate organized crime

4. Providing technical assistance to law enforcement agencies to help establish intelligence and organized crime units.

The completed IACP application for a technical assistance grant to establish a National Advisory Center on Organized Crime was subsequently submitted to LEAA in the amount of \$348,488.

In the interim, a second proposal was prepared by IACP making application to LEAA on September 4, 1975 for a technical assistance grant in the amount of \$94,838 to develop and produce a monthly Organized Crime BULLETIN which would be distributed to approximately 3,000 major law enforcement officials at the municipal, county and state levels (application #0127-99-TA-76). This proposal had been previously suggested at the Organized Crime Committee's mid-year meeting.

The status of the National Advisory Center on Organized Crime proposal was reviewed before the Organized Crime Committee at their annual meeting during the Annual Conference of the IACP at Denver, Colorado in September, 1975 and it was explained that the proposal had been rejected by LEAA on the basis that it duplicated existing and other recently funded programs.

The Organized Crime BULLETIN project, currently being processed by LEAA, was also discussed. Mr. James Golden, who was in attendance representing LEAA, suggested that a bulletin or newsletter similar to that currently dis-

tributed by the National Association of Attorneys General might stand a good chance of being funded. It was anticipated that this project could be operational by the first of the year if funding was approved.

Award of Organized Crime BULLETIN Grant

The IACP Organized Crime BULLETIN grant (76-TA-99-0012) was awarded by LEAA on December 3, 1975 in the amount of \$94,839 with period of award running from 12/3/75 - 12/2/76. A summary description of the project was listed as follows:

"This project award will enable the formulation and distribution of monthly bulletins to approximately 3,000 law enforcement agencies nationwide. The bulletin will address legislation, strategies and tactics, current literature and events, reports of conferences/seminars, and other appropriate information which relate to organized crime control. It is expected that the bulletin will foster and re-emphasize the:

- (1) Increasing of flow of information;
- (2) Securing of improved, coordinated efforts;
- (3) Creation of greater awareness of the menace of organized crime
- (4) Availability of information to more law enforcement agencies at all levels of enforcement; and
- (5) Generation of input, feedback, and catalyst for all concerned with the problem of combatting organized crime.

The IACP approach to be used in conducting the program, as outlined in our proposal, included the following stipulations:

1. The project would be conducted at IACP headquarters. The senior staff specialist (assigned as Project Director) referred to in previous portions of this application would be a regular staff employee of the Association who has some experience in the area of organized crime material. General policy and direction would be provided by the IACP Committee on Organized Crime. Close coordination would be maintained with LEAA staff of the Organized Crime Section.
2. Following a short period of start-up time, a multi-page newsletter/bulletin will be prepared and distributed monthly to law enforcement agencies at local, county, and state levels who have staff forces of 10 officers or more. Two copies will be mailed to each agency—one for the chief executive and one for the person who has responsibility for the enforcement of organized crime activity. It is anticipated that total circulation will be 2,500 to 3,000 agencies. State police, sheriff's departments, and municipal police agencies will be included.
3. Input will be solicited from a wide variety of appropriate sources, carefully prepared and edited, published in a suitable format, and distributed in a timely fashion. Recipients will be encouraged to submit material and to offer comments regarding the value and scope of material used.

4. The Committee on Organized Crime of the IACP will guide and review the project to the extent of establishing general policy and direction. Close cooperation will be undertaken with the National Sheriff's Association who will encourage utility of the newsletter/bulletin by members of their group. In addition, a number of federal agencies have also indicated that they would support such a project, including the FBI (an assistant director of the FBI is a member of the committee).

One two-day planning conference was budgeted for the IACP Organized Crime Committee to convene at the onset of the program for the purpose of developing strategy and direction for the BULLETIN in cooperation with LEAA, and to provide input for project continuity.

Publication and Distribution

After confirmation of the grant on December 5, 1975, the accumulation of support requirements for the project was initiated. These tasks included the design and format of the Organized Crime BULLETIN, cost review and agreement with a printer, arrangements for processing and mailing, purchase and printing of return address and postage stamped envelopes, purchase of paper for printing of the BULLETIN, review of current organized crime literature, solicitation for input materials, etc. After LEAA approval of BULLETIN design, format and initial draft, the first Organized Crime BULLETIN was published (Volume 1, Number 1) in February, 1976.

At the conclusion of this project on January 31, 1977, twelve monthly BULLETINS will have been published plus one "Special Issue" which was distributed in September, 1976. (See sample BULLETINS contained in Appendix).

Change of Project Directors

On June 4, 1976, Mr. Frank Zunno, former Project Director of the Organized Crime BULLETIN project, resigned from IACP; therefore, Dean R. Phillips was assigned to that position. (See letter of notification to LEAA dated June 7, 1976 and contained herein as Enclosure 9).

Special Conditions

Special conditions regarding reporting requirements, acknowledgement on each BULLETIN of LEAA financing the grant, utilization of Omnibus Crime Control and Safe Streets Act definition for organized crime, LEAA approval regarding design of BULLETIN format, etc., have been rigidly adhered to throughout the project period.

A new cover and format for the BULLETIN was implemented by the new Project Director beginning with the September Special Issue. The new design was carefully coordinated with LEAA and approved by the Project Monitor before initiation.

Prior to the publishing of each monthly BULLETIN, a coordination visit was made to LEAA headquarters and drafts of the proposed new issue were reviewed with and approved by the Organized Crime Section staff and Project

Monitor.

Continuous telephone and mail coordination was effected between the IACP Project Director and LEAA Organized Crime Section staff regarding reports, current events, legislation, etc., that had come to their attention and were considered to be of importance to the Organized Crime BULLETIN project.

Grant Adjustments

The Organized Crime BULLETIN grant as it was originally written covered a total project period of 12 months (12/3/75 through 12/2/76) and it included funding and program language for the publishing of 12 monthly BULLETINS. Considering the fact that the grant was awarded on December 3 and that it was necessary to gear up for production, it was not possible to assemble and distribute the first issue of the BULLETIN until approximately February 15, 1976. Although one "Special Issue" was distributed in September, it still would not have been possible to publish 12 monthly BULLETINS by December 2, 1976; therefore, in order to allow sufficient time to publish the last BULLETIN and to provide continuity to a continuation of the BULLETIN under a second year program, a request was submitted to LEAA for an extension of the project to December 31, 1976 without additional funds. This request was approved by LEAA on September 19, 1976 by adjustment No. 1, appropriation number 15X0400. In the interim, a proposal, dated October 27, 1976, was submitted to LEAA for a second year renewal of the Organized

Crime BULLETIN project.

By the middle of December, 1976, it became evident that the 1977 renewal proposal would not be approved prior to the 1st of January. Therefore, in a further attempt to provide continuity to the second year program and in cooperation with LEAA, a second request for extension of the project was submitted proposing that the December 31, 1976 ending date be extended to January 31, 1977. Likewise, no additional funds were needed for the second extension; however, in order to cover personnel salaries, it was necessary to request transfer of surplus project funds to different budget sub-categories. This request was approved by LEAA on December 29, 1976.

Organized Crime Committee Support

As noted in the "Background" section of this report, the subject of an Organized Crime BULLETIN was discussed and considered by the IACP Organized Crime Committee over a number of years before it was really finalized at their Annual Meeting in Denver, Colorado in 1975. Much of the success for approval of the BULLETIN project must go to James Golden of LEAA who has met continuously with the Committee and participated in organized crime discussions regarding the need for the publication.

Under the terms of the grant, the Organized Crime Committee was considered to be an integral part of the BULLETIN project and in this regard was given authority to guide and review the project to the extent of establishing general

policy and direction. In carrying out that responsibility, the Committee, at their mid-year meeting, May 25-26, 1976 in Key Biscayne, Florida, discussed and evaluated current progress and direction of the Organized Crime BULLETIN project. The Committee also assisted in the preparation of a questionnaire and directed that it be sent to all Committee members soliciting their respective evaluation of the BULLETIN

In September, 1976, at Miami Beach, Florida, the Organized Crime Committee, in their annual meeting, again reviewed and evaluated current progress and direction of the BULLETIN project. The Committee was outspoken in its support of the value and success of the BULLETIN and endorsed its continuation for another year. They further proposed that spot evaluations of the BULLETIN be made by means of a questionnaire sent out to selected recipients nationwide.

PROGRAM EVALUATION

Evaluation Instrument Development

In an effort to evaluate the results of the program, an input and evaluation questionnaire was developed in conjunction with LEAA and the Organized Crime Committee. The finalized form, approved by the Project Monitor, was then mailed out on July 12, 1976 to all Organized Crime Committee members.

Results of the Evaluation

The returned questionnaires, which had been staffed by law enforcement agencies, indicated that the BULLETIN was apparently yielding the results or benefits expected and that it was providing a satisfactory scope to the wide range of interests found among the readers. Comments included on the questionnaires are listed as follows:

- Legislation and court cases as well as strategy and tactics topics are of special interest.
- There is presently a need, particularly in the smaller departments, for guidance in the areas of security and privacy, relative to intelligence records-keeping. More information in this area would be beneficial.
- Don't eliminate any items from the BULLETIN. There is always something of particular interest in all topics.

- The BULLETIN should serve a useful and informative purpose. An agency contributing to an article should be properly identified in the article. This would assist an interested agency in obtaining more information on any particular submission.
- Letters to the editor could be constructed as a suggestion or a rebuttal.
- Would like to see treatment of organized crime domination of pornography industry.
- I am glad to see the BULLETIN is growing in size and content. It is one of the few publications that can be used by both the street investigator and his supervisor.
- I would like to see the distribution expanded to include the members of each Federal Strike Force. They would benefit from receiving it, as we do at the headquarters level.
- I feel the BULLETIN is a useful tool. I would like to see it expanded in size as more material is made available.
- This department feels that the BULLETIN is serving its intended purpose within the law enforcement community; however, we do feel that its impact could be maximized by the inclusion of further data, such as "useful" investigative type information which can be utilized in continuation of investigations regarding organized crime personalities and operations.

- It is certainly a step in the right direction and can further identify persons, groups, and activities of great value to law enforcement.

Hundreds of telephone calls and letters have been exchanged between the Project Director and law enforcement recipients of the BULLETIN in the field. In general, the Organized Crime and Intelligence Units were enthusiastic about the usefulness of the organized crime information being provided to them. Distribution has been increasing rapidly—mainly due to letter requests from police officials who had seen copies of the BULLETIN. For example, the first issue of the BULLETIN was mailed out to approximately 2500 agencies. There are now approximately 2700 agencies on the BULLETIN distribution list.

Many requests to receive the BULLETIN have been received from university professors, university students, librarians and other persons not eligible to receive the BULLETIN. The Project Director has also been plagued with many requests for additional copies of the BULLETIN to be sent to the medium and larger sized law enforcement agencies. In addition, numerous letters have been received inquiring about subscription costs. On two occasions, blank purchase orders were sent to IACP for purchase of subscriptions to the BULLETIN.

A copy of the summary questionnaire is included in this section of the report and is self-explanatory in regard to specific indicators and measures used

to assess the results of the project.

A sampling of agency letters is also enclosed for further illustration of agency attitudes concerning the publication.

Recommendations and Conclusions

1. The Organized Crime BULLETIN project should be renewed for 1977.
2. The current planning and coordination process involving the Organized Crime Committee and the LEAA Organized Crime Section staff should be continued to insure program success.
3. Continued efforts should be made to achieve closer coordination between the Project Director and operational units in the field so as to develop a more open and voluntary submission of input materials for publication to other agencies.
4. To achieve more effective working relationships within the criminal justice system, the Project Director should be authorized to attend training seminars, commission meetings, workshops, and other meetings involving all aspects of organized crime.
5. Consideration should be given to increasing the distribution list for the BULLETIN, now maximized at 3,000, in addition to increasing the number of copies of each BULLETIN which can be sent to the medium and larger sized agencies.

6. Research should be conducted to determine whether the Organized Crime BULLETIN could be sold by subscription on a self-sufficient basis.

COPY OF SUMMARY QUESTIONNAIRE



International Association of Chiefs of Police, Inc.
Eleven Firstfield Road
Gaithersburg, Maryland 20760
Phone (301) 948-0922
Cable Address IACPOLICE

President
Richard C. Clement
Toms River, N. J.

Immediate Past President
Rocky Pomerance
Miami Beach, Fla.

First Vice President
Edward M. Davis
Los Angeles, Cal.

Second Vice President
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Vandalia, Ohio

Division of State and
Provincial Police
General Chairman
Walter E. Stone
N. Scituate, R. I.

Glen D. King
Executive Director

TO: Organized Crime Committee Members

FROM: E. Wilson Purdy, Chairman

SUBJECT: Review of Organized Crime BULLETIN

At the recent meeting of the Committee, the need to conduct an evaluation of the Organized Crime Bulletin was discussed. As you are aware, the BULLETIN has been distributed monthly since February 15th. With receipt of the first four issues, it is now possible for the Committee to conduct a brief review and examination of some major areas. I would appreciate receiving your responses to the following questions:

1. Objective

"Although a major comprehensive effort still remains to be undertaken, it is felt that a significant resolution to part of the problem (lack of information regarding organized crime) could be initiated through the regular and routine dissemination of information to a wide audience of law enforcement officials."

1. Is the BULLETIN meeting this objective? Most answered
Yes No

If No, please briefly describe why Two recipients stated that more "raw" information was needed regarding organized crime personalities and their operations, as well as their sphere of influence.

2. Results or Benefits Expected

"The routine dissemination of appropriate organized crime information to law enforcement officials at all levels of enforcement would have the immediate and continuing benefit of:

- o increasing the flow of information

- o securing an improved, coordinated effort
- o creating a greater awareness of the menace of organized crime
- o making more information available to more law enforcement agencies at all levels of enforcement
- o generating a vehicle that can be used by all law enforcement as a forum to provide input, secure feedback, and act as an information catalyst for all concerned with the problem of combatting organized crime"

2a. Is the BULLETIN on the right track to yielding these results or benefits? All answered Yes No

2b. If no, briefly explain why? One recipient stated that more information of the type indicated in response to Question #1 was needed.

3. Distribution

The BULLETIN is distributed monthly to the largest 3000 police agencies in the United States—those with 10 or more men and generally representing jurisdictions of over 10,000 population.

3a. Is this distribution scheme satisfactory? Most answered Yes No

3b. If not, what would you propose? One proposed dissemination only to departments with a viable and on-going intelligence unit. One proposed distribution to the attorneys and agents assigned to each (federal) strike force.

3c. Is a monthly cycle about right? All answered Yes No

3d. If not, what do you suggest? _____

4. Size

It was estimated and budgeted that an 8, 12 or 16 page BULLETIN could be prepared each month. Issues 1, 2 and 3 were 12 pages; issue #4 was 16 pages.

4a. Is this size satisfactory? All answered Yes No

4b. If not, what do you suggest? One stated that the BULLETIN should vary in size according to content for the period.

5. Format

The BULLETIN is produced in a camera-ready mode from typewritten copy arranged in a double column pattern with section, side and paragraph headings wherever appropriate. A blend of three separate type faces is employed.

5a. Is the BULLETIN format easy to read? All answered Yes No

5b. Pleasing to the eye? Yes No

5c. Do the headings sufficiently highlight the item? Yes No

5d. Are the illustrations appropriate? Yes No

5e. Please explain anything about the format that you do not like One suggested increasing the size of illustrations wherever possible.

6. Routing and Internal Distribution

The front cover of the BULLETIN is designed to encourage internal distribution within both Executive and Operational channels. Two copies of each issue are mailed together to each receiver.

6a. Do you think that this technique is satisfactory? All answered Yes No

6b. If not, would you explain briefly why you think that it is not, and how it would be improved _____

7. Scope

The BULLETIN, when proposed, suggested that it would contain information relative to organized crime, including:

- o Legislation and Court Cases
- o Strategy and Tactics
- o Available Literature
- o Current Events
- o Reports of Conferences
- o Other appropriate information

As the BULLETIN developed, other areas were identified:

- o Agency Reports
- o Letters to the Editor
- o Training
- o Corruption
- o Analysis

This wide range of sub-topics is designed to appeal to the wide range of interests likely to be found among the readers.

7a. Do you think that the scope of the BULLETIN is satisfactory? Most answered Yes No

7b. If yes, what items do you think are of most interest? One answered Strategy & Tactics Yes No

7c. If no, explain briefly what the scope should be. One stated that the scope should be broadened to include information on organized crime personalities and their current activities.

7d. In any case, what items should be eliminated? Most answered none. One stated that Letters to the Editor could be constructed as a suggestion or a rebuttal.

8. Role of Committee

The Organized Crime Committee, under whose sponsorship the BULLETIN is published, has been identified in the grant application:

- o "...develop strategy and direction in cooperation with LEAA,
- o and provide input for project continuity.
- o ...progress review and evaluation...to examine program to date, to redirect activity, if necessary, and to provide for continuation of general policy and direction."

8a. Do you think that this role for the Committee is satisfactory? All answered Yes No

8b. If not, explain briefly your reasons. _____

8c. Have you submitted any item for use in the BULLETIN? Most answered Yes No

8d. Do you intend to provide input of material? Most answered Yes No

8e. If yes, in what particular subject area would your material fall? Varied according to their specialties

9. General Comments

Please express your comments here about any aspect of the BULLETIN.

Comments received from recipients have been correlated and are summarized below:

- o A need exists, particularly in the smaller departments, for guidance in the areas of security and privacy, relative to intelligence record-keeping. More information in this area would be useful.
- o Contributing agency to an article should be properly identified in the article.
- o Treatment of organized crime domination of the pornography industry should be included in the BULLETIN.
- o The BULLETIN, in its present form, does meet a certain need of law enforcement; however, it does not go far enough in providing "useful" investigative type information which can be utilized in continuation of investigations regarding organized crime personalities and operations.
- o The BULLETIN is a step in the right direction and can further identify persons, groups, and activities of greater value to law enforcement.
- o The BULLETIN is a useful tool. I would like to see it expanded in size as more information is made available.

SAMPLING OF AGENCY LETTERS RECEIVED



MIDDLESEX COUNTY PROSECUTOR'S OFFICE
DETECTIVE BUREAU
P. O. BOX 71

NEW BRUNSWICK, N. J. 08903

(201) 246-6300

SILVIO J. DONATELLI, CHIEF



C. JUDSON HAMLIN
PROSECUTOR

January 3, 1977

Frank A. Zunno
Project Director
Organized Crime Bulletin
IACP, Eleven Firstfield Rd.
Gaithersburg, MD 20760

Dear Mr. Zunno:

This command has recently had the opportunity to review your very excellent publication, "The Organized Crime Bulletin". It would be greatly appreciated if you could add this agency to your mailing list. Please address all copies to:

Inv. Gary J. Rohen
Middlesex County Prosecutor's Office
Intelligence Unit, P.O. Box 71
New Brunswick, N.J. 08903

Thank you, in advance, for your courtesy and cooperation in this matter.

Yours very truly,

GARY J. ROHEN
County Investigator/
Intelligence Unit

GJR/dgr

PR-7



DEPARTMENT OF THE TREASURY
 BUREAU OF ALCOHOL, TOBACCO AND FIREARMS
 WASHINGTON, D.C. 20226
 January 3, 1977

REFER TO
 C:I:O:DKW

Mr. Dean Phillips, Project Director
 Organized Crime Bulletin
 International Association of
 Chiefs of Police
 11 Firstfield Road
 Gaithersburg, Maryland 20760

Dear Mr. Phillips:

The recent reorganization of the Bureau of Alcohol, Tobacco and Firearms created a centralized Organized Crime Branch in Washington, DC. This branch will be interested in nationwide organized crime activity as it relates to our investigative jurisdiction.

The information contained in your periodic bulletin may be very beneficial to us. Would you please place us on your mailing list for future distribution of the bulletin. Our address is:

Bureau of Alcohol, Tobacco and Firearms
 Organized Crime Branch
 P.O. Box 784, Ben Franklin Station
 Washington, DC 20044

Your assistance in this matter will be greatly appreciated. If we can be of service to you in items of mutual interest, please do not hesitate to contact us.

Sincerely yours,

E. W. Easley

E. W. Easley
 Special Agent in Charge
 Organized Crime Branch

UNITED STATES DISTRICT COURT
 SOUTHERN DISTRICT OF TEXAS
 PROBATION OFFICE

December 31, 1976

LAWRENCE E. MIGGINS
 CHIEF PROBATION OFFICER
 Post Office Box 61207
 HOUSTON 77208

POST OFFICE BOX 308
 BROWNSVILLE 78520
 POST OFFICE BOX 2623
 CORPUS CHRISTI 78400
 POST OFFICE BOX 547
 LAREDO 78040
 PLEASE REPLY TO:

Houston

Mr. Dean R. Phillips, Project Director
 Organized Crime Bulletin
 International Association of Chiefs of Police
 Eleven Firstfield Road
 Gaithersburg, Maryland 20760

Dear Mr. Phillips:

I recently had the opportunity to peruse a copy of the Organized Crime Bulletin which is published and distributed by your office. It is an excellent publication and I feel that it could prove beneficial to our office in our efforts to provide public protection. I would appreciate it if you would place my Unit on your mailing list; the address is as follows:

DAN RICHARD BETO, Supervisor
 Parole Supervision Unit
 P. O. Box 61,207
 Houston, Texas 77208.

Your assistance is deeply appreciated.

Very truly yours,

DRB
 DAN RICHARD BETO, Supervisor
 Parole Supervision Unit

DRB:lcc

DRB 1/10/77

POLICE DEPARTMENT
KANSAS CITY, MISSOURI 64



MARVIN L. VAN KIRK
Acting Chief of Police

Exec. Dir. _____
 Admn. Services _____
 Membership _____
 P.M.O.D. _____
 Technical Services _____
 Public Relations _____

Dean R. Phillips
Project Director
Organized Crime Bulletin, I.A.C.P.
Eleven Firstfield Road
Gaithersburg, Maryland 20760

Dear Mr. Phillips:

Recently two copies of "Organized Crime Bulletin," Volume 1, Number 10, were routed to me after being received by our department.

I would like to have additional information on this publication regarding cost, length of time in publication, and whether your records indicate if all previous issues were sent to this department.

Initial review reveals timely and relevant information concerning organized crime.

Thank you for your assistance in this request.

Sincerely,

Arthur Barnett
Capt. Arthur Barnett
Commanding L.E.I.U.

AB:me

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POLICE DEPARTMENT
NEW YORK, N. Y. 10013

U. F. 49
P.D. 158-151

November 18, 1976

Dean R. Phillips, Project Director
Organized Crime Bulletin, I.A.C.P.
11 Firstfield Road
Gaithersburg, Maryland 20760

Dear Mr. Phillips:

At a recent seminar on organized crime in New York City, copies of your Organized Crime Bulletin, Volume 1, Number 8 were made available to participants. I found the bulletin to be informative and particularly relevant to the work of the Intelligence Division since we have the primary responsibility for gathering information and producing intelligence on organized crime and terrorism for the New York City Police Department.

We would like very much to receive 3 copies of the bulletin each month for the information of our personnel. If possible, single copies of Numbers 1 through 7 would also be appreciated.

Sincerely,

William F. Maughan
William F. Maughan
Deputy Inspector

WFM:lc

Reply to:

New York City Police Department
Intelligence Division
325 Hudson Street
New York, N.Y. 10013

Handwritten:
PD
NY, NY
10013

Handwritten:
Sent + added

UNITED STATES DISTRICT COURT
DISTRICT OF MASSACHUSETTS
PROBATION OFFICE

WILLIAM T. HOGAN, JR.
CHIEF PROBATION OFFICER

945 JOHN W. MCCORMACK P. O. & COURTHOUSE
BOSTON 02109
223-2856-2857

September 28, 1976

Mr. Dean R. Phillips, Project Director
Organized Crime Bulletin
Int. Assoc. of Chiefs of Police, Inc.
11 Firstfield Road
Gaithersburg, Maryland 20760

Dear Mr. Phillips:

I received your letter of September 22, 1976 requesting permission to summarize my article "Sentencing and Supervision of Organized Crime Figures" which appeared in Federal Probation March 1976 issue.

I contacted Don Chamlee, Editor of the magazine, who has no objection so long as you indicate that you are summarizing an article which was published in Federal Probation Vol. 40, No. 1, March 1976. I have no objection either and give you my permission to summarize the article so long as you identify Federal Probation as the source. I thank you for your interest in the article and hope that it will be helpful to you and your organization.

I read with interest the September issue of your bulletin and thought it was very informative and well done. I appreciate your invitation to present a one-page guest editorial. I will give it some thought and let you know later. I certainly will accept it if I feel I can contribute something to our mutual efforts.

Sincerely,

William T. Hogan, Jr.
William T. Hogan, Jr.
Chief U. S. Probation Officer

WTH/lmg

Send issue - 1 letter

Organized Crime Prevention Council
Department of Economic & Community Development
P.O. Box 1001 · Columbus, Ohio · 43216



State Office Tower
26th Floor
30 East Broad Street
(614) 466-7682

STATE OF OHIO
James A. Rhodes, Governor
James A. Duerk, Director
Edmund G. James, Jr.
Deputy Director

September 20, 1976

Mr. Dean R. Phillips
Project Director
Organized Crime BULLETIN
International Association of Chiefs of Police
Eleven Firstfield Road
Gaithersburg, Maryland 20760

Dear Mr. Phillips:

The Ohio Organized Crime Prevention Council exists by executive order of the Governor of Ohio and functions to assist in the development of law enforcement against organized crime. A copy of our executive order is enclosed.

Several copies of the "Organized Crime BULLETIN" have been received in our office. It would be advantageous to our office, and to the law enforcement agencies which we serve, if we were to be placed on the list of subscribers to this service. We presently have received two copies of the special issue on control over surveillance and one copy of Vol. 1, No. 8. We would appreciate receiving back issues of Vol. 1 (No. 1-7) and an additional copy of Vol. 1, No. 8.

Our Council is sponsoring and conducting a three day Conference for the heads of law enforcement agencies on October 19-21, 1976. Copies of your materials would, we believe, be of great value to the attendees. In addition to the above request, we would also ask you to consider the possibility of sending us about 25 copies of each issue you have published and 150 copies of Vol. 1, No. 8.

If you have any difficulty meeting the latter request in terms of the specifics we have proposed, please inform us of what might be a more reasonable way of serving our needs.

It was a pleasure talking to you today. I trust we shall have an opportunity to meet. If there are any other suggestions on how our agencies might cooperate, please forward these.

Sincerely yours,

Karl Koch
Karl Koch
Deputy Director

KK/jr

On list 10/4/76 - VMW (on 8/16)

STATE OF MICHIGAN



WILLIAM G. MILLIKEN, GOVERNOR
DEPARTMENT OF STATE POLICE
714 S. HARRISON RD., EAST LANSING, MICHIGAN 48823
COL. GEORGE L. HALVERSON, DIRECTOR

September 1, 1976

Mr. Dean R. Phillips
Project Director
Organized Crime Bulletin
International Association of
Chiefs of Police
Eleven Firstfield Road
Gaithersburg, Maryland 20760

Dear Dean:

I have been meaning to write for some time and tell you how satisfied we are with the Organized Crime Bulletin. I have received nothing but favorable comments from all quarters; however, we do have a problem with distribution. We have been receiving two copies, one for Colonel Halverson and one by myself. I have been sharing mine with the Intelligence Section; however, would like to maintain a file here for future reference. Would it be possible to increase our number of copies to four, one of which could be sent directly to Captain Lewis Smith, Intelligence Section Commander, here in East Lansing, and one to D/F/Lt. Leo Heatley, Intelligence Section Commander, 15000 W. 8 Mile Rd., Oak Park, Michigan 48237? If at all possible, I would also like the seven issues which have been published for my file.

Thank you for whatever assistance you may give in this matter.

Best personal regards.

Sincerely,

Bill
W. D. HASSINGER, MAJOR
Commanding Officer
Detective Division

WDH/lrg



MICHIGAN The Great Lake State



File on Monday's letter 10/7/76 as Mich. Intell. Network Task Force

DEPARTMENT OF



MAJOR RICHARD J. ASHTON
CHIEF OF POLICE



September 7, 1976

Amos
Exec. Dir. _____
Admn. Services _____
Membership _____
P.M.O.D. _____
Technical Services _____
Public Relations _____

Mr Dean R Phillips
Project Director
Organized Crime Bulletin
IACP
Eleven Firstfield Road
Gaithersburg, Md. 20760

Dear Mr Phillips:

I have read the August issued of the Organized Crime Bulletin. I found this to be very interesting and very good information. It helps Law Enforcement officer to keep up with the changes in laws and new cases. It is well put together.

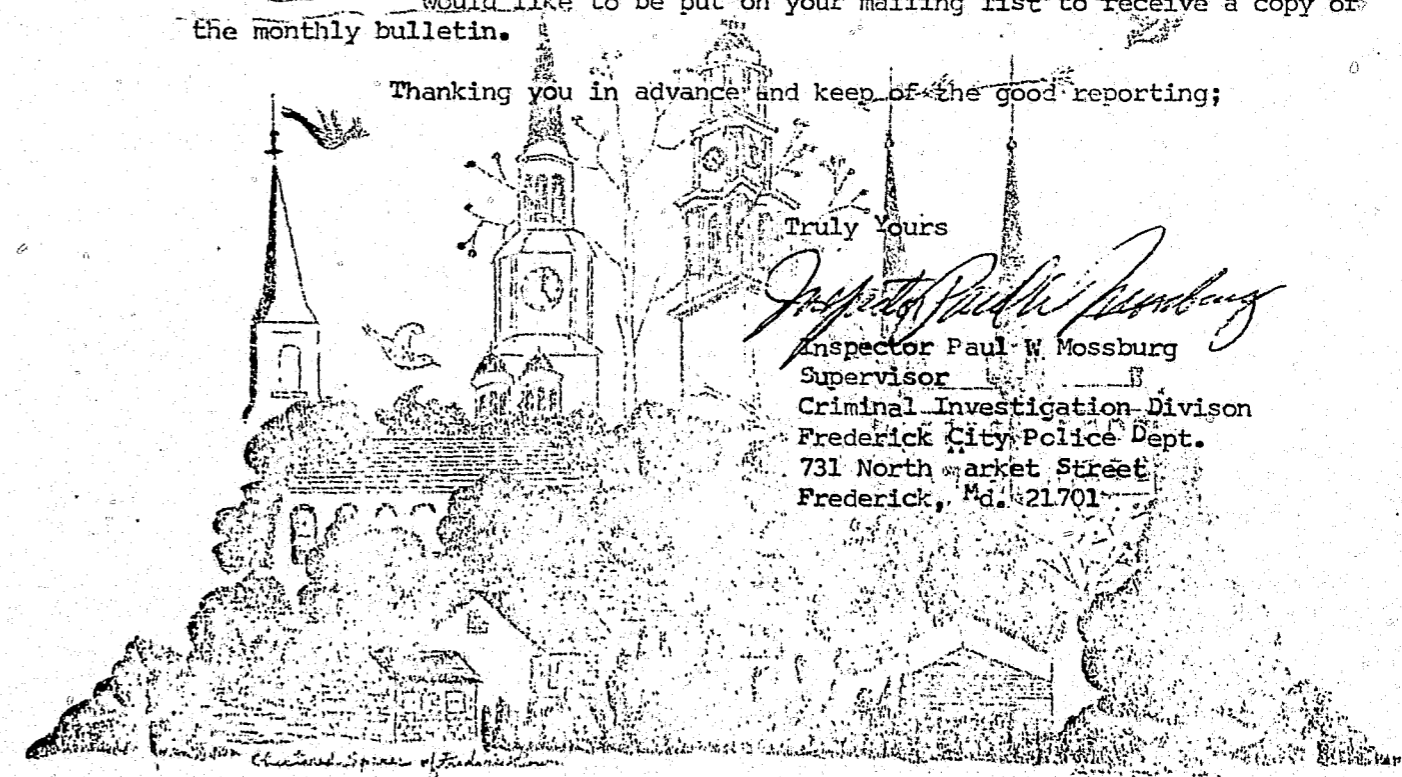
I would like to be put on your mailing list to receive a copy of the monthly bulletin.

Thanking you in advance and keep of the good reporting;

Truly Yours

Inspector Paul W. Mossburg

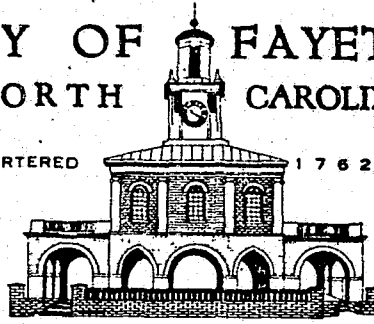
Inspector Paul W. Mossburg
Supervisor
Criminal Investigation Division
Frederick City Police Dept.
731 North Market Street
Frederick, Md. 21701



HEADQUARTERS: 731 NORTH MARKET STREET FREDERICK MARYLAND 21701 • 301/663-6161

THE CITY OF FAYETTEVILLE
NORTH CAROLINA

CHARTERED 1762



FAYETTEVILLE, N. C. 28301
19 August 1976



INTERNATIONAL ASSOCIATION
CHIEFS OF POLICE

HERVEY E. KEATOR
CHIEF OF POLICE
FAYETTEVILLE POLICE DEPARTMENT

Organized Crime Control Unit
First Citizens Bank Building
Suite 1000 - 485-3140

Dean R. Phillips
The International Association of Chiefs of Police
Eleven Firstfield Road
Gaithersburg, Maryland

RE: The Organized Crime Bulletin

Dear Mr. Phillips,

In reference to the above bulletin Volume 1, Number 7, dated August 1976, I would like to obtain a copy of the report of the National Conference on Organized Crime. I would like to obtain information as to where a copy can be obtained and the cost, if any.

Our Unit is only two years old but feel that we are on the right track. The Organized Crime Bulletin has been a tremendous help to our organization and the police department. Keep up the good work.

Sincerely,

William C. Johnson
William C. Johnson
Director, OCCU

MIKE O'CALLAGHAN
GOVERNOR
PHILIP P. HANNIFIN
CHAIRMAN
JOHN H. STRATTON
MEMBER
JEFFREY H. SILVER
MEMBER
EDWARD E. BOWERS
EXECUTIVE SECRETARY

STATE OF NEVADA
GAMING CONTROL BOARD
1150 EAST WILLIAMS STREET
CARSON CITY, NEVADA 89710
(702) 885-4701

LAS VEGAS OFFICE
VALLEY BANK PLAZA, SUITE 501
300 SOUTH FOURTH STREET
LAS VEGAS, NEVADA 89101
(702) 385-0151

August 10, 1976

Mr. Dean R. Phillips, Project Director
Organized Crime Bulletin
International Association of Chiefs of Police, Inc.
Eleven Firstfield Road
Gaithersburg, Md. 20760

Dear Mr. Phillips:

Thank you for your letter of July 20, 1976. Perhaps more of an explanation for my request is in order. Beginning August 2, 1976, I became employed by the Nevada State Gaming Control Board in the capacity of Enforcement Division Chief. The division conducts a police function of enforcing Nevada Laws and Regulations of the Nevada Gaming Commission and State Gaming Control Board.

I understand the Gaming Control Board is not on the distribution list for the bulletin. As a past recipient of the bulletin I am aware of its value to law enforcement agencies and respectfully request the Gaming Control Board be placed on bulletin distribution list.

Thank you for your consideration in this matter.

Very truly yours,

Gary R. Aiuzzi
Gary R. Aiuzzi, Chief
Enforcement Division

GRA/lp



POLICE DEPARTMENT
NEW YORK, N. Y. 10038

P.D. 150-151

August 5, 1976

Mr. Dean R. Phillips
Project Director, Organized Crime Bulletin
International Association of Chief of Police
Eleven Firstfield Road
Gaithersburg, Maryland 20760

Dear Mr. Phillips:

Subject: ORGANIZED CRIME BULLETIN

I have had an opportunity to review the Organized Crime Bulletin, Volume 1, number 6, 1976, which I found to be very interesting and informative. In my present role in the New York City Police Department's Inspectional Services Bureau, which oversees the operations of the Internal Affairs, Intelligence and Inspections Divisions, I think your bulletin may be of particular use in improving our operations.

Unfortunately, I have not seen your five previous publications. Therefore, would you please advise me how I may obtain future copies of your bulletin.

Sincerely,

Richard J. Schriefer
Captain
Inspectional Services Bureau, Rm 1206
1 Police Plaza
New York, NY 10038

RJS/tmd

WILLIAM F. CUOZZI, JR.
Mayor



P. A. De FAZIO
Director/Chief

DEPARTMENT OF POLICE
WEST ORANGE, NEW JERSEY 07052

30 July 1976

Mr. Frank A. Zunno,
Project Director,
Organized Crime Bulletin,
IACP, Eleven Firstfield Road,
Gaithersburg, Maryland

Dear sir,

I have read your Bulletin and have found it to be highly informative and edifying. I would appreciate if I could be placed on your mailing list. You are to be commended in your efforts of enlightening members of the Criminal Justice System.

Very truly,

Lieutenant E.M. Palardy
West Orange Police Dept.
45 Roosevelt Avenue,
West Orange, New Jersey
07052



MARLBOROUGH
 DEPT. OF POLICE
 ST. LOUIS COUNTY, MISSOURI 63119
 CHIEF RILEY HUGHES
 7826 WIMBLEDON WOODLAND 2-5055

July 28, 1976

Dean R. Phillips
 Project Director
 Organized Crime Bulletin
 IACP
 Eleven Firstfield Road
 Gaithersburg, Maryland 20760

Dear Sir:

Requesting to be put on the mailing list to receive the Organized Crime Bulletin.

It has been highly recommended to me as a worthwhile publication for obtaining criminal information.

Please direct the Bulletin to the attention of:

Sgt. John Rodgers DSN 67
 Marlborough Police Department
 7826 Wimbledon
 Marlborough, Missouri 63119

Thanking you for your assistance.

Sincerely,

Sgt. John Rodgers
 Sgt. John Rodgers

JR:rb

added 8/9/76 UMW

Office of the Sheriff

UTAH COUNTY — PROVO, UTAH
 Phone 377-5200



INVESTIGATIONS
 DET./SGT. OWEN QUARNBERG
 DET. VERN HARRINGTON
 DET. L. RICHARD SMITH
 NARCOTICS
 DET. RALPH HARPER
 DET. FRANK WALL

*Dean Phillips
 (Jimmy Wharf)*
 MACK HOLLEY
 SHERIFF

PR

July 27, 1976

The International Association of Chiefs of Police
 Eleven Firstfield Rd.
 Gaithersburg, Maryland

Dear Sirs:

As the new head of the Organized Crime Unit in Utah County, I would appreciate it if you would put me on your mailing list.

Your Organized Crime Bulletin would be of a great interest as well as very helpful to our department.

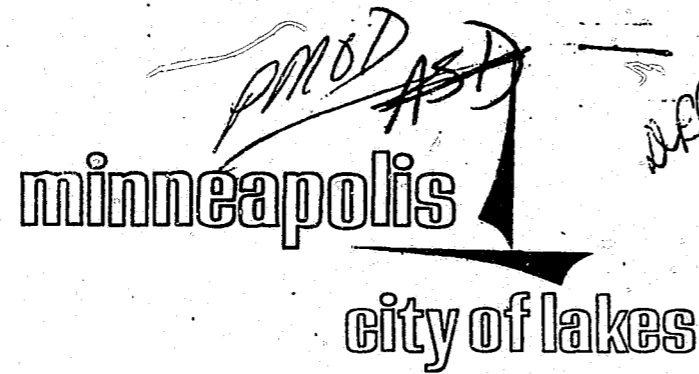
Thank you,

Owen R. Quarnberg

UTAH COUNTY ORGANIZED CRIME UNIT HEAD
 Det. Lt. Owen Quarnberg

OQ/bmo

*Put him on list or
 send to appropriate Division*



MINNEAPOLIS POLICE DEPARTMENT
ROOM 119, CITY HALL 348-2853
MINNEAPOLIS, MINNESOTA 55415

July 27, 1976

International Association of Chiefs
of Police
Eleven Firstfield Road
Gaithersburg, Maryland 20760

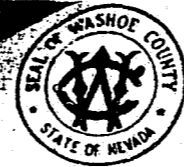
Gentlemen:

The Intelligence Unit was very favorably impressed with the copy of the Organized Crime Bulletin, Vol. I, 1976 received by the Department. We would like to continue to receive the two copies, one for the Intelligence Unit of SOD and one for the Organized Crime Intelligence Unit. They may continue to be addressed to the address shown at the top ATTN: Intelligence Unit.

If there are charges please bill to Police, c/o R. W. Branham, Room 118 City Hall, Minneapolis, Minnesota 55415.

Leon W. Johnson
LEON W. JOHNSON
Police Adm. Serv.

Attachment



WASHOE COUNTY SHERIFF'S DEPARTMENT

P. O. Box 2915
RENO, NEVADA 89505
Phone: (Area 702) 785-6220

July 12, 1976

ROBERT J. GALLI
SHERIFF

VINCENT G. SWINNEY
UNDERSHERIFF

THOMAS F. BENHAM
CHIEF, INVESTIGATIVE SERVICE BUREAU

RUSSELL T. SCHOOLEY
CHIEF, OPERATIONAL SERVICE BUREAU

JAY S. HUGHES
CHIEF, ADMINISTRATIVE SERVICE BUREAU

Mr. Frank A. Zunno
Consultant, Police Management Division
International Association of
Chiefs of Police
Eleven Firstfield Road
Gaithersburg, Maryland 20760

Dear Mr. Zunno:

Thank you for forwarding the monthly Organized Crime Bulletins to the Washoe County Sheriff's Department. The material is of great interest, as well as enlightening, to various divisions within the department.

For my personal use and files, I would appreciate receiving one copy of each bulletin at my home address, 3435 Puccinelli Drive, Sparks, Nevada 89431.

If it is necessary for me to direct this request to another department within your organization, please advise.

Thank you for your assistance.

Very truly yours,

Gary R. Alazzi
Gary R. Alazzi
Lieutenant
Organized Crime Unit

GRA/rl

EDWARD A. TURGEON, Chief

TELEPHONE 735-1885



DEPARTMENT OF POLICE
CITY OF ANSONIA
CONNECTICUT 06401

June 25, 1976

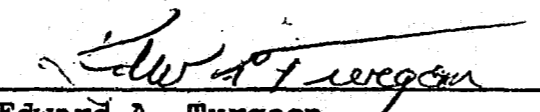
Frank A. Zunno, Project Director
Organized Crime Bulletin, IACP
Eleven Firstfield Road
Gaithersburg, Maryland 20760

Dear Mr. Zunno,

Please be advised that I have received the first copy of the Organized Crime Bulletin and have found it to be most informative.

I believe that these bulletins would be highly beneficial to our department and would appreciate receiving future publications. Please place us on your mailing list.

Very truly yours,


Edward A. Turgeon
Chief of Police

EAT:lc

Been on mailing list right along

CYRUS BOBBY TARDO

SHERIFF OF LAFORCHE PARISH
P. O. BOX 937
THIBODAUX, LOUISIANA 70301
447-7282

pmtd

LOCKPORT ANNEX
207 MAIN STREET
532-2808

GALLIANO ANNEX
P. O. BOX 306
798-2841

June 22, 1976

The International Association of Chiefs of Police
Eleven Firstfield Road
Gaithersburg, Maryland

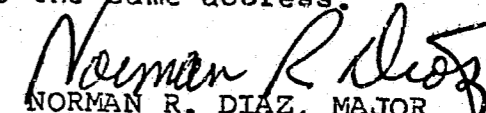
Dear Sir:

I have just received the first issue of the Organized Crime Bulletin. You are to be commended for your effort to put such a bulletin together.

Please put me on your mailing list at the following address:

Norman R. Diaz, Major
Chief Criminal Deputy Sheriff
Lafourche Parish Sheriffs Office
219 North 12th St.
Thibodaux, Louisiana 70301

Also I would like for your office to send me an application to become a member of your organization. Forward the application to the same address.


NORMAN R. DIAZ, MAJOR
219 North 12th St.
Thibodaux, La. 70301

Been on mailing list right along

HARRIS COUNTY
ORGANIZED CRIME CONTROL UNIT

P. O. BOX 96178
HOUSTON, TEXAS 77015
PHONE (713) 455-2254

pmoD

June 22, 1976

The International Association of
Chiefs of Police
Eleven Firstfield Road
Gaithersburg, Maryland

Gentlemen:

First, I would like to compliment you on the publication of the Organized Crime Bulletin. I have found the bulletin most informative and look forward to the next copy. However, I have been receiving a "second hand" copy, and do not always get each bulletin. I would appreciate being placed on the mailing list.

Sincerely,

J. E. Collins

Lt. J. E. Collins
Unit Commander

JEC:bb

*Not on list - 6/29/76
Put on 6/30/76 vmm*



CITY OF CLEVELAND
RALPH J. PERK, MAYOR

Dannick

DEPARTMENT OF PUBLIC SAFETY
JAMES T. CARNEY
DIRECTOR

DIVISION OF POLICE
LLOYD F. GAREY
CHIEF

June 9, 1976

Frank A. Zunno
Project Director
IACP Organized Crime Bulletin

Dear Mr. Zunno:

The Organized Crime Bulletin published by the International Association of Chiefs of Police and offered to the Cleveland Police Department seems to be a valuable tool in the suppression of organized crime, and we are pleased to receive it.

Should you require any specific information in this topical area, I invite you to call upon my office.

Sincerely,

Lloyd F. Garey

LLOYD F. GAREY
CHIEF OF POLICE



CITY OF OXNARD
CALIFORNIA

DEPARTMENT OF POLICE
ROBERT P. OWENS, CHIEF
210 SOUTH "B" STREET
PHONE 486-8355

June 2, 1976

Frank A. Zunno, Project Director
Organized Crime Bulletin
Eleven Firstfield Road
Gaithersburg, Maryland 20760

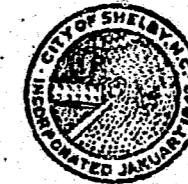
Dear Mr. Zunno:

Among other items in Vol. I, Number 3, of the Organized Crime Bulletin, I was particularly impressed with the Waymire format for Major Fraud Prosecutions. Although particularly appropriate in the Major Fraud cases, such a format would be quite useful in the organization of other investigations, particularly those that seek to use a pattern of activities to establish an offense. If you know of other efforts to develop case organization in such a manner, we would appreciate hearing about it.

Thank you.

Robert P. Owens
ROBERT P. OWENS
CHIEF OF POLICE

nls



CITY OF SHELBY

BOX 207 - WASHINGTON AT GRAHAM ST. - SHELBY, NORTH CAROLINA 28150

June 1, 1976

Frank A. Zunno, Project Director
Organized Crime Bulletin, IACP
Eleven Firstfield Road
Gaithersburg, Maryland 20760

Dear Sir:

Our Crime Prevention Division in this department is organizing a campaign to attempt to alleviate the sale of stolen articles or "Fencing" in this area.

With this purpose in mind, I am requesting permission to use your article which appears in the Organized Crime Bulletin, Volume 1 1976, Number 4, entitled "Fencing--The Core of 'Organized' Theft", for reprint in total or in part.

I personally feel this article would be most helpful in our campaign against fencing and would appreciate your permission to reprint or any other additional material or information beneficial to our campaign.

Thanking you in advance for your time and attention, I remain,

Respectfully,

Harold E. Smith
H. E. Smith, Captain
Shelby Police Department

HES/apd



POLICE DEPARTMENT ... CITY OF BALTIMORE

601 E. FAYETTE STREET
396 - 2525

BALTIMORE, MARYLAND 21202
Area Code 301



DONALD D. POMERLEAU
Commissioner

May 17, 1976

C. JARED GLAUSER
Administrative Bureau
FRANK J. BATTAGLIA
Operations Bureau
THOMAS J. KEYES
Services Bureau
Deputy Commissioners

Mr. Frank A. Zunno
Project Director
Organized Crime BULLETIN
International Association
of Chiefs of Police, Inc.
Eleven Firstfield Road
Gaithersburg, Maryland 20760

Dear Mr. Zunno:

This letter is in response to your correspondence regarding the Organized Crime BULLETIN, published by the International Association of Chiefs of Police, Inc.

To date we have received four issues and find all to be of interest to us, and we look forward to the continuance of this publication.

Please be advised we would be happy to contribute from time to time topical input which may be of interest to law enforcement agencies throughout the several states.

Sincerely,

D. D. Pomerleau
Commissioner

Christopher S. Bond
Governor

Michael D. Garrett
Director



DEPARTMENT OF PUBLIC SAFETY

621 East Capitol Avenue — P. O. Box 749
Jefferson City, Missouri 65101
Telephone 314-751-4905

April 26, 1976

Mr. Frank A. Zunno
Project Director
Organized Crime BULLETIN
International Association of
Chiefs of Police, Inc.
Eleven Firstfield Road
Gaithersburg, Maryland 20760

Dear Mr. Zunno:

Thank you for your recent correspondence and the copy of the first issue of the IACP, The Organized Crime Bulletin.

You are to be commended for your effort to assist in the dissemination of information concerning the control of organized criminal activity, and we look forward to receiving future issues of your publication.

Best regards.

Very truly yours,

Michael D. Garrett

Director, Dept of Public Safety of Mo.

MDG:cw

cc: Colonel S. S. Smith
Chief James P. Damos

1. copy for CTR to ed.

2. file 2807

(2)



WATERFRONT COMMISSION OF NEW YORK HARBOR

150 WILLIAM STREET
NEW YORK, N. Y. 10038
964-3520

JOSEPH KAITZ
RALPH C. DEROSE
COMMISSIONERS

WILLIAM P. SIRIGNANO
EXECUTIVE DIRECTOR

April 15, 1976

Mr. Frank Z. Zunno
Project Director
Organized Crime Bulletin
I. A. C. P.
Eleven Firstfield Road
Gaithersburg, Maryland, 20760

Dear Frank:

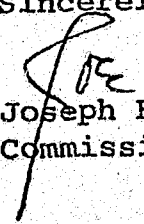
First let me compliment you and the I. A. C. P., on the Organized Crime Bulletin. It is indeed a valuable addition to the work of the Organized Crime Committee and the I. A. C. P.

I am enclosing a short statement concerning a type of crime which we in the Waterfront Commission have been battling for many years. It would seem that federal legislation is needed to correct this condition and I am hoping that by publicizing this fact, we might get some interest in the right places.

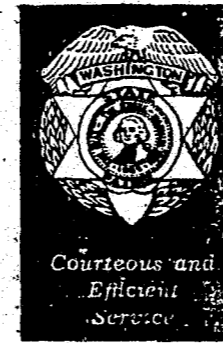
If you believe it belongs in the Bulletin, then please feel free to publish it. I have already sent a copy of this to the Crime Prevention Committee, of which I am a member and hopefully, they will discuss it at their mid-year meeting or the meeting in Florida, in September.

With kindest personal regards,

Sincerely,


Joseph Kaitz
Commissioner

JK:pos
encl (1)



DANIEL J. EVANS, Governor

WASHINGTON STATE PATROL

WILL BACHOFNER, Chief

P. O. BOX 2347

OLYMPIA, WASHINGTON 98504

March 31, 1976

Mr. Frank A. Zunno
Project Director
Organized Crime Bulletin
International Association of
Chiefs of Police
Eleven Firstfield Road
Gaithersburg, Maryland 20760

Dear Mr. Zunno:

I would like to offer my congratulations and appreciation to you and to the Organized Crime Committee of IACP for the work they are doing in publishing the Organized Crime Bulletin and also in presenting the Police Executives' Organized Crime Enforcement Handbook.

The first two editions of the bulletin were most timely and certainly reflect the thinking of an ever-increasing number of us who are deeply concerned with the development of organized crime in our society. Particularly, the second edition of Volume 1, in its summarization of reports presented at the National Conference on Organized Crime concerning Education And Training and Cooperation And Coordination, and the article by Elliott Lombard concerning the securing of community support and obtaining support from public officials, emphasize the importance of utilizing an all-out effort in this direction. Without public support, law enforcement alone cannot prevail in the struggle against organized crime. Unless the public is aware that organized crime is in fact "alive and well" and likely exists in some form within their own communities, they will not lend this support.

The enforcement handbook is an excellent basic tool for familiarizing those who are not in everyday association with this problem, with an insight into some of the basic principles and concerns. It too stresses the need for securing community support and support of public officials. Without getting into detailed complexities of techniques used in the intelligence process or investigational procedures, the handbook serves as an excellent media to inform both law enforcement and civilians about how those who specialize in this problem are attempting to face up to it.

SERVING THE PUBLIC SINCE 1921

Mr. Frank A. Zunno

-2-

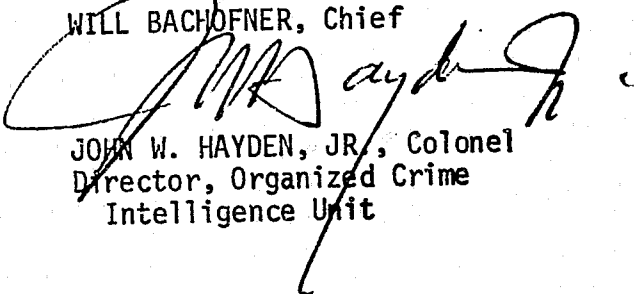
March 31, 1976

As you requested, I will try to draft out an article for your future use in the bulletin concerning some of our efforts here in the Pacific Northwest, to foster coordination and cooperation between agencies that deal directly with the organized crime problem.

I will certainly appreciate receiving some additional copies of the enforcement handbook and the second edition of the bulletin. It is my intention to utilize these documents to "carry the gospel" contained therein concerning the scope of the organized crime problem and need for discussing it frankly and openly without, of course, jeopardizing the security of specific information.

Sincerely,

WILL BACHOFNER, Chief



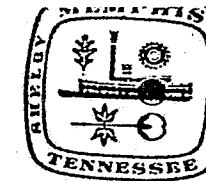
JOHN W. HAYDEN, JR., Colonel
Director, Organized Crime
Intelligence Unit

JWH:ss

2 + 3's sent

Added 4/13/76 JMW

CITY of MEMPHIS



March 31, 1976

WYETH CHANDLER
MAYOR

MEMPHIS POLICE DEPARTMENT
128 Adams Avenue
Memphis, Tennessee 38103
901-527-6681

P. O. Box 30022
Memphis, TN 38130

Mr. Frank Zunno
Project Director
I.A.C.P.
Eleven First Field Road
Gaithersburg, Maryland 20760

Dear Sir:

Attached are copies of the narrative of both operation reports that you requested. It is hopeful that they will be helpful to others.

I truly appreciate you putting us on the mailing list to receive the bulletins as I feel they will be beneficial to the field operation officers in giving them an insight on what is happening all around the United States in this field.

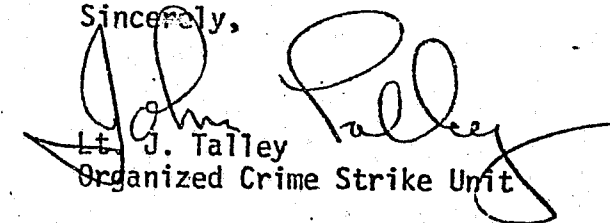
As you know from our conversation, without the help of LEAA our type of operation would almost be impossible to put together in a joint effort. We appreciate more than words can tell their assistance in our operation.

Our operations telephone number is Area Code 901-365-6163 and should we be of any assistance to you, please feel free to call us at any time.

I am looking forward to meeting you in Little Rock, Arkansas next week at the seminar and discussing problems of mutual interest.

With kindest personal regards, I am

Sincerely,



Lt. J. Talley
Organized Crime Strike Unit

JT/mk



UNITED STATES DEPARTMENT OF JUSTICE

FEDERAL BUREAU OF INVESTIGATION

In Reply, Please Refer to
File No.

Athens, Ohio
March 25, 1976

The International Association
of Chiefs of Police
Eleven Firstfield Road
Gaithersburg, Maryland 20760

ATTN: Mr. Frank A. Zunno
Project Director
Organized Crime Bulletin

Dear Mr. Zunno:

I am a Special Agent with the Federal Bureau of Investigation at Athens, Ohio. I am involved in Police Training on the local and state level in Organized Crime, including Gambling and Vice.

Chief of Police Ted Jones, Athens, Ohio, Police Department has made available to me copies of your Organized Crime Bulletin, Volume 1, Numbers 1 and 2. I find them very helpful and informative and would like very much to be placed on your mailing list to receive the Bulletin. Please send to:

Special Agent Mack O. Ellis
Federal Bureau of Investigation
Post Office Box 688
Athens, Ohio 45701
(Telephone 614 593-6473)

Thank you for any help you can give and keep up the good work in advising people what can be done to combat organized crime.

Sincerely,

Mack O. Ellis

Done 4/9/76 mwr

★ SHERIFF *Norman J. Stuart*

Medina County, Ohio 44256
P. O. Box 603

10 March 1976

Mr. Frank A. Zunno,
Project Director
Organized Crime Bulletin
International Association of
Chiefs of Police
Eleven Firstfield Road
Gaithersburg, Maryland - 20760

Dear Mr. Zunno:

I have just recieved the first issue of The Organized Crime Bulletin, published by the Organized Crime Committee of the IACP and would like to be placed on whatever mailing list necessary in order to recieve a copy of this bulletin each month.

From what I have seen of the first bulletin, so far, it indicates to me that at long last, positive steps are being taken to attempt to educate the law enforcement establishment just as to what Organized Crime is; what it involves; and just how its existence affects the lives of everyone, daily, whether they are aware of it or not.

In my own limited area of experience, too many times I have heard both law enforcement officers and/or officials state: "No, organized crime doesn't exist within my jurisdiction." Or, words to that effect. Whenever I hear a statement such as that, I begin to wonder about one of two things - either the amount of that individual's basic naivety; or, just what and how much that individual is attempting to cover up and, just what is his exact role in the scheme of things?

Between that type of situation and that of the general public's apathy and/or general ignorance towards the area of Organized Crime - the attitude that it's all a rather nebulous thing and doesn't really affect them, indicates that we all have our work cut out for us.

Once again, if you could see to it that I recieve a copy of The Organized Crime Bulletin each month, I certainly will appreciate it.

Sincerely yours,
Cpt. Mel Wiley
Cpt. Mel Wiley
Executive Officer

ENCLOSURES

ENCLOSURE 1

LEAA Letter Acknowledging Receipt of
IACP Application for "Organized Crime
BULLETIN" and Assignment of Applica-
tion Number 0127-99-TA-76

UNITED STATES DEPARTMENT OF
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
WASHINGTON, D. C. 20531

ec. Dir. _____
 Membership _____
 Comptroller _____
 Research _____
 Public Affairs _____
 Prof. Standards _____
 P.M.O.D. _____

5 SEP 1975

• Mr. Norman Darwick
Director, International Association
of Chiefs of Police
PMOD/Committee on Organized Crime
Eleven Firstfield Road
Gaithersburg, Maryland 20760

Dear Mr. Darwick:

Your application entitled "IACP Organized Crime Bulletin" was received by the LEAA Grants and Contracts Management Division on September 4, 1975. We have assigned application number 0127-99-TA-76 to your application for control purposes. Please refer to this number on all correspondence in matters concerning this application.

A copy of your application has been forwarded to the Office of Regional Operations for review. You will be contacted by that office and furnished the name of the person coordinating review of the application. In the interim, please feel free to contact the Grants and Contracts Management Division at 202/376-3927 concerning the status of your application.

Sincerely,

Ann C. Clarke
Ann C. Clarke
Grants and Contracts
Management Division

RECEIVED
SEP 11 1975
LEAA

ENCLOSURE 2

LEAA Letter Requesting Two Items
of Additional Information



UNITED STATES DEPARTMENT
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
WASHINGTON, D.C. 20530

September 29, 1975

Exec. Dir. _____
Membership _____
Comptroller _____
Research _____
Public Affairs _____
Prof. Standards _____
 P.M.O.D. _____

Mr. Frank A. Zunno
Police Management and
Operations Divisions
IACP
Eleven Firstfield Road
Gaithersburg, Maryland 20760

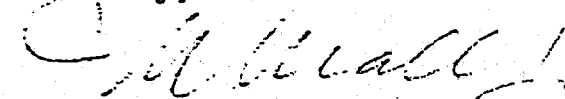
Dear Mr. Zunno:

A financial review of your grant application #0127-99-TA-76, IACP Organized Crime Bulletin, has been performed by our Office of the Comptroller and two items have been identified which must be addressed by your office.

- (1) Personnel. It is LEAA policy that annual salaries be provided in the grant application for staff receiving funds from the grant. Annual salaries must be shown for the Editor and Secretary/Clerk.
- (2) Supplies. Further basis upon which direct expenses and material is needed. For example, what will be the supplies involved, how many bulletins will be sent per period with related postage and printing costs, and for what purpose will data processing serve?

Your response to these two items will be appreciated and necessary prior to further processing of the grant application.

Sincerely,



J.A. Marshall, Jr.
Law Enforcement Specialist - Narcotics
Office of Regional Operations

ENCLOSURE 3
Additional Budget Details

October 7, 1975

Mr. J. A. Marshall, Jr.
Law Enforcement Specialist
Office of Regional Operations
Law Enforcement Assistance Administration
Washington, D. C. 20530

Ref: Grant Application 0127-99-TA-76

Dear Mr. Marshall:

I have enclosed the additional budget details that you requested.

If you have any other questions, please let me know.

Sincerely,

Frank A. Zunno
Police Management Consultant
Police Management and
Operations Divisions

Enclosure

FAZ:par
9150

ADDITIONAL DETAILS FOR BUDGET DESCRIPTION

1. Personnel Direct Labor

- B. The position of Editor is calculated on an annual salary range of \$10,155 to \$15,024 for that position. The beginning step of \$10,155 will apply for anyone filling this position.
- C. The position of Secretary/Clerk is calculated on an annual salary range of \$7,678 to \$11,357 for that position. The position will be filled by an employee in the second step @ \$7,980 for 50% of the time.

4. Direct Expenses and Materials

- a. Supplies will involve a number of items relating to the general office needs in connection with producing the drafts for each monthly bulletin. This includes paper, typewriter ribbons, carbons, pencils, and other similar sundry supplies. It will also cover the cost of buying or copying appropriate books, periodicals, pamphlets, reports, and the like that offer input material for abstraction and inclusion as items for republication in the bulletin.

The total cost covers the 12-month period @ \$100 per month.

- b. Postage and Express charges are based on an estimated 3,000 mailings each month @ .15. $3,000 \times 12 \times .15 = \$5,400$.
- c. Data Processing costs will involve the computerized printing of mailing labels to use for the monthly mailings @ $\$50 \times 12 = \600 .
- d. Printing costs include the cost of paper and the reproduction through camera ready copy and offset printing of the monthly bulletin. It is estimated that 6,000 bulletins will be prepared to be distributed to 3,000 recipients. Each bulletin is estimated to be 8 to 16 pages, printed each side, stapled, and three-hole punched. The first page will carry a pre-printed masthead.

ENCLOSURE 4

Supplementary Details for Budget
Description (Revised)

October 24, 1975

Mr. J. A. Marshall, Jr.
Law Enforcement Specialist
Office of Regional Operations
Law Enforcement Assistance Administration
Washington, D. C. 20530

Ref: Grant Application 0127-99-TA-76

Dear Mr. Marshall:

In the light of our recent conversation regarding printing costs and supplies, I have revised the budget on our grant application. I have also included the additional details that you requested.

I hope that this revision will be satisfactory. If you have any other questions, please be sure to let me know.

Sincerely,

Frank A. Zunno
Police Management Consultant
Police Management and Operations
Divisions

Enclosure
FAZ/jmc
Project Number 9151

28/10/75

(2)

Part III-A (Continued)

Supplementary Details for Budget Description (Revised)

1. Personnel Direct Labor

- A. The position of Senior Staff Specialist is calculated on an annual salary range of \$20,424 to \$32,298 for that position. The median step of \$26,880 (annual salary) will apply for this position.
- B. The position of Editor is calculated on an annual salary range of \$10,155 to \$15,024 for that position. The beginning step of \$10,155 will apply for anyone filling this position.
- C. The position of Secretary/Clerk is calculated on an annual salary range of \$7,678 to \$11,357 for that position. The position will be filled by an employee in the second step @ \$7,980 for 50% of the time.

4. Direct Expenses and Materials

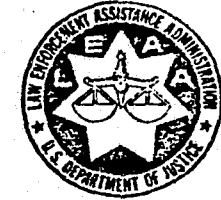
- a. Supplies will involve a number of items relating to the general office needs in connection with producing the drafts for each monthly bulletin. This includes paper, typewriter ribbons, carbons, pencils, and other similar sundry supplies. It will also cover the cost of buying or copying appropriate books, periodicals, pamphlets, reports, and the like that offer input material for abstraction and inclusion as items for republication in the bulletin. The total cost (\$930.00) covers the 12-month period @ \$75.00 per month and is based on applicant's experience with similar projects and costs related therein.
- b. Postage and express charges are based on an estimated 3,000 mailings each month @ \$.15. $3,000 \times 12 \times \$.15 = \$5,400.00.$
- c. Data Processing costs will involve the computerized printing of mailing labels to use for the monthly mailings @ \$50. $\times 12 = \$600.00.$
- d. (i) Printing costs include the cost of paper and the reproduction through camera ready copy and offset printing of the monthly bulletin. It is estimated that 6,000 bulletins will be prepared to be distributed to 3,000 recipients. Each bulletin is estimated to be 8 to 16 pages, printed each side, stapled, and three-hole punched. The first page will carry a pre-printed masthead.

(2) Each month, an 8, 12, or 16 page bulletin will be prepared. Using an average of 12 pages for each bulletin for 12 months, we have an average of 144 pages of text of printing for the year.

(3) As noted previously, 6,000 units will be sent out in each monthly mailing—2 units in 1 mailing to 3,000 recipients. Thus, 144 pages X 6,000 units = 864,000 pages of printed text will be required throughout the year of the project—a cost of \$.011 per page. $(\$9,600 \quad 864,000 = \$.011.)$

e. Mailing envelopes to mail two bulletins each month to 3,000 recipients are calculated @ \$30.00 per thousand.
 $(\$30.00 \times 3M \times 12 \text{ months} = \$1,080.)$

UNITED STATES DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
WASHINGTON, D.C. 20530



SPECIAL CONDITIONS

- Grantee: International Association of Chiefs of Police
- Grant Number: 76TA-99-0012

In addition to the General Conditions contained in the application to which this grant is subject, it is also conditioned upon and subject to compliance with the following condition(s):

1. Grantee agrees to insure adherence to (i) general special specifications and/or requirements and such reporting requirements for quarterly and financial and narrative reports as set forth in Guideline Manual for Discretionary Grant Programs, M4500.1D and (ii) financial administration requirements as set forth in the Guideline Manual for Planning and Action Grants, M7100.1A.
2. No otherwise qualified handicapped individual in the United States as defined in Section 7(6) of the Rehabilitation Act of 1973 (P.L. 93-112) shall, solely by reason of the handicap, be excluded from the participation in, be denied the benefits of, or be subject to discrimination under any program or activity receiving Federal financial assistance from LEAA.
3. The following statement shall appear on all newsletters or special reports published under this grant:

"A grant from the Law Enforcement Assistance Administration has helped finance this publication. The fact that LEAA is furnishing financial support does not necessarily indicate its concurrence in the statements or conclusion therein."
4. "Organized Crime" for the purpose of this project, is defined in accordance with the Omnibus Crime Control and Safe Streets Act (P.L. 90-351) as amended, Section 601b, as follows:

"...the unlawful activities of the members of a highly organized, disciplined association engaged in supplying illegal goods and services, including but not limited to gambling, prostitution, loan sharking, narcotics, labor racketeering, and other unlawful activities of members of such organizations."

ENCLOSURE 5
Special Conditions

5. LEAA approval must be secured regarding the design of the format to be used to analyze the impact of the bulletin.

ENCLOSURE 6
Technical Assistance Grant Project Summary



U. S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE
ADMINISTRATION

DISCRETIONARY GRANT OR TECHNICAL
ASSISTANCE GRANT PROJECT SUMMARY

GRANT NUMBER

76TA-99-0012

INSTRUCTIONS: THIS PROJECT IS SUPPORTED UNDER TITLE 1 OF THE OMNIBUS CRIME CONTROL AND SAFE STREETS ACT OF 1968, AS AMENDED. FOR FURTHER INFORMATION, PLEASE CONTACT THE LEAA STAFF MEMBER OR PROJECT DIRECTOR LISTED BELOW. PLEASE IDENTIFY BY GRANT NUMBER.

1. STAFF CONTACT (Name, address & telephone number)

Stephen W. Cooley
Organized Crime Section, ORO
202/376-3658

2. PROJECT DIRECTOR (Name, address & telephone number)

Mr. Frank A. Zunno
Police Management and Operations Division

3. TITLE OF PROJECT

IACP Organized Crime Bulletin

4. NAME & ADDRESS OF GRANTEE

International Association of Chiefs
of Police
Eleven Firstfield Road
Gaithersburg, Maryland 20760

5. NAME & ADDRESS OF SUBGRANTEE

6. TOTAL PROJECT AMOUNT

\$94,839

7. TOTAL PROJECT PERIOD

12 Months

8. AMOUNT OF AWARD

\$94,839

9. PERIOD OF AWARD

12/3/75 - 12/2/76

10. DATE OF AWARD

December 3, 1975

11. SUMMARY DESCRIPTION OF PROJECT

This project award will enable the formulation and distribution of monthly bulletins to approximately 3,000 law enforcement agencies, nationwide. The bulletin will address legislation, strategies and tactics, current literature and events, reports of conferences/seminars, and other appropriate information which relate to organized crime control. It is expected that the bulletin will foster and reemphasize the:

- (1) Increasing of flow of information;
- (2) Securing of improved, coordinated efforts;
- (3) Creation of greater awareness of the menace of organized crime;
- (4) Availability of information to more law enforcement agencies at all levels of enforcement; and
- (5) Generation of input, feedback, and catalyst for all concerned with the problem of combatting organized crime.

ENCLOSURE 7

Grant Award

UNITED STATES DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
WASHINGTON, D.C. 20530



GRANT AWARD

12/3/75
AWARD DATE

- Grantee: International Association of Chiefs of Police
Duration of Grant: December/3, 1975 through December/2, 1976
Grant Amount: \$94,839 Grant Number: 76TA-99-0012

Award is hereby made in the amount and for the period shown above of a grant under Title I of the Crime Control Act of 1973, Pub. L. 93-83, to the above-mentioned grantee for the purposes set forth in the grantee's application. This award is subject to the Administrator's current conditions governing grants as well as the attached special conditions.

R. W. Velde 11/19/75
RICHARD W. VELDE
Administrator

CONCURRENCES:

Charles R. Work 11/18/75
CHARLES R. WORK
Deputy Administrator
for Administration

IRS# 53-0227813

Accepted for the Grantee:

Norman Sawick
Signature of Duly Authorized Official

ENCLOSURE 8

Letter of Grant Approval from
LEAA Administrator



UNITED STATES DEPARTMENT OF
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
WASHINGTON, D.C. 20530

16
 Exec. Dir.
 Membership
 Comptroller
 Research
 Public Affairs
 Prof. Standards
 P.M.O.D.

DEC 3 1975

OFFICE OF THE ADMINISTRATION

Mr. Norman Darwick
Director
International Association of Chiefs of Police
Eleven Firstfield Road
Gaithersburg, Maryland 20760

SUBJECT: Grant Award 76TA-99-0012

Dear Mr. Darwick:

We are pleased to inform you that the grant application entitled, "IACP Organized Crime Bulletin", has been approved in the amount of \$94,839.

Two copies of the Grant Award with Special Conditions are enclosed. The grant shall become effective, as of the date of award, upon return to the Grants and Contracts Management Division of the signed duplicate copy of the Grant Award.

} sent
12/15/75
②

Also included are the required LEAA guidelines and reporting forms (both progress and financial) with instructions on preparation of the reporting form.

An original and two copies of the progress report (LEAA Form 4587/1) should be sent to your program monitor.

The financial reports should be sent to the Grants and Contracts Management Division. This office will have the responsibility for distributing the forms to the Accounting Division, Office of the Comptroller, and the copy to your program monitor. The required number of copies of the financial reports are:

- H-1: Financial Status Report - original and one copy (quarterly)
- H-2: Report of Federal Cash Transactions - original and one copy (monthly)
- H-3: Request for Advance or Reimbursements - original and one copy, as needed but not more frequent than monthly.

If you have any questions please feel free to contact Mr. Stephen Cooley your program monitor, on 202/376-3658, and/or the Grants and Contracts Management Division on 202/376-3927.

Sincerely,


RICHARD W. VELDE
Administrator

Enclosures:

ENCLOSURE 9

Letter Advising LEAA of Resignation
of Frank Zunno and Assignment of
Dean R. Phillips as Project Director
of Organized Crime BULLETIN

June 7, 1976

Mr. James Golden
Law Enforcement Assistance
Administration
Organized Crime Section
633 Indiana Avenue
Washington, D.C. 20530

Dear Mr. Golden:

This letter will serve to advise you that Mr. Frank Zunno has resigned from the IACP staff to accept outside employment; therefore, it is necessary to re-assign projects for which he was responsible.

For your information and for the record, I have assigned Dean R. Phillips of my staff as Project Director of the Organized Crime Bulletin. He will make contact with you soon and will coordinate all Organized Crime Bulletin matters required under the contract.

In addition to the Organized Crime Bulletin assignment, Mr. Phillips has also been designated as IACP staff member of the IACP Organized Crime Committee. In that capacity, he will provide staff assistance and administrative support to the Committee.

Sincerely,

Norman Darwick
Director
Police Management and
Operations Divisions

vmw
2807

ENCLOSURE 10

IACP Letter Requesting Grant Adjustment

September 14, 1976

Katherine Landen
Program Assistant
Law Enforcement Assistance
Administration
U. S. Department of Justice
633 Indiana Avenue, N. W.
Washington, D. C. 20036

Dear Ms. Landen:

The Organized Crime BULLETIN project (Grant #76TA-99-0012) as it was originally written, covers a total project period of 12 months (12/3/75 through 12/2/76) and includes funding and program language for the publishing of 12 monthly bulletins.

Considering the fact that the grant was awarded on December 3 and that it was necessary to design the format of the bulletin; arrange the process of publishing and dissemination; compile and program mailing lists; make provisions to accommodate up-dated revisions for the input of source materials; provide a forum through the Organized Crime Committee for discussion regarding direction, evaluation, and other related tasks, it was not possible to assemble and distribute the first issue of the bulletin until approximately February 15, 1976. Since that date, one BULLETIN per month has been published for a total of eight to date, plus one special issue distributed in September. The October and November issues will bring the total up to 11 issues.

In order to publish the December or 12th issue (due December 15), we request that the ending date of this grant be extended to December 31, 1976. This will also allow time to complete and submit the last progress report and the

Katherine Landen - Page 2

final report. It will also provide continuity to the second year program which we propose should begin on January 1, 1977 with the first BULLETIN being published on January 15 in accordance with the first year's distribution schedule.

No additional funds nor transfer of funds between categories is contemplated to be needed.

Sincerely,

Norman Darwick
Director
Police Management and
Operations Divisions

vmw
2807

ENCLOSURE 11

LEAA Grant Adjustment No. 1



LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
GRANT ADJUSTMENT NOTICE

1. GRANT NUMBER

76-TA-99-0012

file

2. GRANTEE

International Association of Chiefs of Police

3. ACCOUNTING CLASSIFICATION CODE

4. APPROPRIATION NUMBER

15X0400

5. TITLE OF PROJECT

Organized Crime Bulletin

6. ADJUSTMENT NO.

1

7. DATE

8. TO GRANTEE: PURSUANT TO YOUR REQUEST OF September 14, 1976

THE FOLLOWING CHANGE, AMENDMENT, OR ADJUSTMENT IN THE ABOVE GRANT PROJECT IS APPROVED,
SUBJECT TO SUCH CONDITIONS OR LIMITATIONS AS MAY BE SET IN ITEM 10 BELOW.

9. NATURE OF CHANGE, AMENDMENT, OR ADJUSTMENT

Grant period amended, extending project period by 29 days.

Grant period now reads 12/5/75 through 12/31/76.

10. CONDITIONS OR LIMITATIONS

No additional funds are authorized.

11. TYPED NAME & TITLE OF RESPONSIBLE OFFICER

12. DATE

9/17/76

ENCLOSURE 12

IACP Letter Requesting Grant Adjustment

December 29, 1976

Stephen Cooley
Law Enforcement Specialist
Organized Crime Section
Enforcement Program Division
Office of Regional Operations
Law Enforcement Assistance Administration
U.S. Department of Justice
633 Indiana Avenue, N.W.
Washington, D.C. 20036

Dear Mr. Cooley:

The Organized Crime BULLETIN (Grant #76TA-99-0012) grant period was amended extending project period by 29 days (12/5/76 through 12/31/76) by LEAA under Adjustment No. 1, Appropriation No. 15X0400, on September 17, 1976. This was accomplished primarily to provide continuity to the second year program which had been proposed to begin on January 1, 1977.

It now appears that LEAA approval of the IACP application (0024-99-7A-77) for renewal of grant to compile and publish the Organized Crime BULLETIN for 1977 may be delayed. Therefore, to provide continuity and to insure that the January issue of the BULLETIN is published on time, it is requested that the completion date of LEAA Grant No. 76TA-99-0012 be extended for 31 days from December 31, 1976 to January 31, 1977. In addition, a shifting of funds between budget categories will be necessary to cover required expenses during the extra 31 day period. As you will note, no additional funds are being requested as there are sufficient surplus funds remaining in various budget sub-categories of the project to cover the 31 day extension.

Mr. Stephen Cooley - Page 2

Personnel

Original Budget estimate	\$ 31,920.00
Change requested to	34,920.00
Increase Requested	<u>\$ 3,000.00</u>

This increase is needed to cover additional salary funds needed for the Project Director, secretary, and for supervisory review of the BULLETIN, and in addition for preparation and submission of the project final report.

Fringe Benefits

Original Budget estimate	\$ 7,660.00
Change requested to	8,470.00
Increase Requested	<u>\$ 810.00</u>

This increase is required due to the increase requested in the Personnel Category, whereafter 27% of salaries must be applied to compensate for fringe benefits. (Rate approved by LEAA).

Travel

Original Budget estimate	\$ 5,354.00
Change requested to	3,054.00
Reduction requested	<u>\$ 2,300.00</u>

These surplus funds are needed to cover other increases requested due to the 31 day extension of the grant.

Supplies

Original Budget estimate	\$ 17,580.00
Change Requested to	14,720.00
Reduction Requested	<u>\$ 2,860.00</u>

These surplus funds are needed to cover other increases requested due to the 31 day extension of the grant.

Contractural

Original Budget estimate	\$ 2,000.00
Change Requested to	500.00
Reduction requested	<u>\$ 1,500.00</u>

These surplus funds are needed to cover other increases requested due to the 31 day extension of the grant.

Mr. Stephen Cooley - Page 3

Indirect Charges

Original Budget Estimate	\$ 30,324.00
Change requested to	33,174.00
Increase requested	<u>\$ 2,850.00</u>

This increase is required due to the increase requested in the Personnel Category whereafter 95% of salaries must be applied to compensate for indirect charges for overhead. (This rate has also been approved by LEAA).

It is extremely important that this request be approved prior to January 1, 1977 if we are to maintain continuity on distribution of the Organized Crime BULLETIN. Please contact me by telephone if further details are required.

Sincerely,

Norman Darwick
Director
Division of State and
Provincial Police

vmw
2807

ENCLOSURE 13

LEAA Grant Adjustment No. 2

BO 2807



LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
GRANT ADJUSTMENT NOTICE

1. GRANT NUMBER
76 TA-99-0012

3. ACCOUNTING CLASSIFICATION CODE

4. APPROPRIATION NUMBER
15X0400

6. ADJUSTMENT NO.
2

7. DATE
12-29-76

2. GRANTEE
International Association of Chiefs of Police

5. TITLE OF PROJECT
Organized Crime Bulletin

8. TO GRANTEE: PURSUANT TO YOUR REQUEST OF THE FOLLOWING CHANGE, AMENDMENT, OR ADJUSTMENT IN THE ABOVE GRANT PROJECT IS APPROVED, SUBJECT TO SUCH CONDITIONS OR LIMITATIONS AS MAY BE SET IN ITEM 10 BELOW.

9. NATURE OF CHANGE, AMENDMENT, OR ADJUSTMENT
Grant period amended, extending project period by 31 days. Grant now reads: 12-3-75 through 1-31-77.

Budget categories are amended as detailed below.

10. CONDITIONS OR LIMITATIONS

1. The following budget adjustments are made:

		<u>Current Amount</u>	<u>Adjusted Amount</u>
+	\$ 3,000 Personnel	31,000	34,920
+	810 Fringe	7,660	8,470
-	2,300 Travel	5,354	3,054
-	2,860 Supplies	17,580	14,720
-	1,500 Consultants	2,000	500
+	2,850 Indirect	30,324	33,174
		<u>\$ 94,838</u>	<u>\$ 94,838</u>

2. No additional funds are authorized.

11. TYPED NAME & TITLE OF RESPONSIBLE OFFICER
J. Robert Grimes
Asst. Adm., ORO

12. SIGNATURE OF RESPONSIBLE OFFICER
J. Robert Grimes

13. DATE
12-29-76

APPENDIX

CONTINUED

1 OF 2

APPENDIX I
SAMPLE OF FIRST BULLETIN DISTRIBUTED

ORGANIZED CRIME (P.L. 90-351 Section 601b)

"... the unlawful activities of the members of a highly organized, disciplined association engaged in supplying illegal goods and services, including but not limited to gambling, prostitution, loan sharking, narcotics, labor racketeering, and other unlawful activities of members of such organizations."



- President
Richard C. Clement
Toms River, N. J.
- Immediate Past President
Rocky Pomerance
Miami Beach, Fla.
- First Vice President
Edward M. Davis
Los Angeles, Cal.
- Second Vice President
Howard C. Shook
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William F. Quinn
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- Sixth Vice President
James P. Demos
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- Treasurer
Raymond M. Nardini
Vandalia, Ohio
- Division of State and
Provincial Police
General Chairmen
Walter E. Stone
N. Scituate, R. I.

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Institute on Organized Crime



- President
Sheriff Harold Bray
Golden, Colorado
- First Vice President
Sheriff Carl Axson
Wentworth, North Carolina
- Second Vice President
Sheriff Patrick Hogan
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- Third Vice President
Sheriff Merle Karnopp
Lincoln, Nebraska
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Sheriff Gerard Wattign
New Iberia, Louisiana
- Fifth Vice President
Sheriff George Papadopoulos
Canton, Ohio
- Sixth Vice President
Sheriff Marion Wessert
Great Bend, Kansas
- Seventh Vice President
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- Sergeant-at-Arms
Sheriff G. W. Pelletier
Palatka, Florida
- Secretary
Sheriff Michael N. Curlio
Stockton, California
- Treasurer
Sheriff Malcolm G. McLeod
Lumberton, North Carolina
- General Counsel
Courtney A. Evans
Washington, D. C.

The Organized Crime Bulletin is published monthly by the Organized Crime Committee of the International Association of Chiefs of Police in cooperation with the National Sheriffs' Association and federal, state and local police agencies. For additional information, call or write Frank A. Zunno, Project Director, Organized Crime Bulletin, IACP, Eleven Firstfield Road, Gaithersburg, Maryland 20760 (301/948-0922).

A grant from the Law Enforcement Assistance Administration has financed this publication. The fact that LEAA



is furnishing financial support does not necessarily indicate its concurrence in the statements or conclusions therein.

LETTERS OF INTRODUCTION

GLEN D. KING

The IACP has a long history of effort in the fight against organized crime. Our officers and members, acting through the Organized Crime Committee, have constantly taken steps to encourage and direct a coordinated attack on organized crime. The development of this Bulletin reflects another measure in that overall effort. We urge all members to maximize the utility of this important information sharing medium by providing appropriate input and by insuring complete dissemination throughout their respective jurisdictions.

Glen D. King
Executive Director
International Association
of Chiefs of Police

FERRIS E. LUCAS

The officers and members of the National Sheriffs' Association are pleased to cooperate and participate in this project. Organized Crime is a national menace. It has the potential to exist in most jurisdictions in varying degrees. We urge all sheriffs to help by sharing information with the Bulletin for ultimate dissemination to all law enforcement agencies. This concept of mutual cooperation will help promote a greater awareness of the problem and should help materially to provide more meaningful and productive results.

Ferris E. Lucas
Executive Director
National Sheriffs'
Association

E. WILSON PURDY

The IACP Organized Crime Committee is composed of members from a variety of agencies representing jurisdictions at all levels of law enforcement. Their collective action, their ability to work together to achieve a common goal, reflects the highest ideals of the police profession. I am particularly pleased that the Committee was instrumental in developing the Organized Crime Bulletin and making it available to law enforcement officers. We are grateful for the support and assistance of the Organized Crime Section of LEAA, who were receptive to our need for funding to implement this project.

E. Wilson Purdy
Director
Dade County Public Safety
Department
Chairman, IACP Organized
Crime Committee

THE ORGANIZED CRIME **BULLETIN**

SERVING THE INFORMATION NEEDS OF ALL
LAW ENFORCEMENT AGENCIES IN THEIR FIGHT
AGAINST ORGANIZED CRIME

TWO COPIES OF THIS BULLETIN ARE FURNISHED IN EACH MONTHLY MAILING.

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Commissioner.
- Dep. Chief, Undersheriff,
Assist. Supt.
- File/Library/Training
- Others _____

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- Cmdr. Field Divisions
- Others _____

Volume 1 1976



Number 1

THE INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE
ELEVEN FIRSTFIELD ROAD □ GAITHERSBURG, MARYLAND

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ORGANIZED CRIME (P.L. 90-351 Section 601b)

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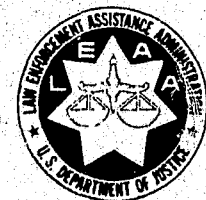
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Division of State and Provincial Police General Chairman Walter E. Stone, N. Brunswick, N. J.

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Fifth Vice President Sheriff George Papadopoulos, Canton, Ohio
Sixth Vice President Sheriff Marion Weiss, Glen Rose, Texas
Seventh Vice President Sheriff Cary Pittler, Forsyth, Georgia
Sergeant at Arms Sheriff E. M. Palmer, Palatka, Florida
Secretary Sheriff William N. Davis, Stockton, California
Treasurer Sheriff William G. McLeod, Lenoir, North Carolina
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E. Wilson Purdy
Director
Dade County Public Safety
Department
Chairman, IACP Organized
Crime Committee

ANALYSIS

IS THERE ORGANIZED CRIME?

In a recent publication, "The Police Executive's Organized Crime Enforcement Handbook," a concise but comprehensive test was outlined to permit recognition of the presence of organized crime. This publication notes that: The presence of organized crime can usually be recognized in two stages:

First, note whether traditional organized criminal activities are occurring. Gambling, prostitution, and narcotics addiction are among the most obvious manifestations. Of course, these danger signs do

not necessarily prove the existence of organized criminal operation, since gamblers, prostitutes, and street-level drug dealers can be independent operators.

Second, determine if the tools of organized crime—intimidation and corruption—are being used to promote and strengthen the basic ingredients of organized crime: organization, profit continuity, monopoly, and immunity.

Affirmative answers to the following questions are good indicators of structured organized criminal activity:

INDICATORS	YES	NO	NOT SURE
• Are unreported assaults occurring?			
• Are there a series of unexplained arsons involving marginal businesses?			
• Is there a reluctance by witnesses or victims to testify?			
• Does the criminal activity continue after the arrest of persons who appear to hold key positions?			
• Do patterns emerge in the setting or posting of bail?			
• Are high priced attorneys defending persons whose level of operation would apparently preclude their ability to pay for such service?			
• Is testimony by police and witnesses vague or uncertain?			
• Do patterns of light sentences or lack of vigorous prosecutions emerge in the trials of certain persons?			
• Does the income of the families of incarcerated persons appear to continue?			
• Is there a structured group using force, fear, or corruption to obtain or maintain monopoly and immunity for a continuing criminal enterprise?			

MINUTES OF MEETINGS

MIAMI, FLORIDA (AUGUST 7-8, 1975)

The Organized Crime Committee met on Thursday, August 7, and Friday, August 8, 1975, in Miami, Florida, at the Sonesta Beach Hotel on Key Biscayne. In addition to the regular members who attended, some guests were invited to discuss important issues with the Committee. A roster of attendees is attached.

President Rocky Pomerance welcomed the Committee and expressed his appreciation to the Chairman and to the Committee who undertook the effort to convene at their own expense to participate in the meeting.

President Pomerance also related his recent testimony before a Senate subcommittee. He reported that the IACP Executive Committee had voted to oppose the bill—the Criminal Justice Information Control and Protection of Privacy Act—also known as Senate Bill 2008. A position paper, opposing the bill, has been prepared by IACP staff and will be sent to the Senate.

Vice Chairman Cleveland discussed the activity of the Commission to Review National Policy Toward Gambling. This Commission was formed in 1972 and has just released its first Interim Report. A copy of the 7-page document will be distributed to the Committee in the near future.

Superintendent Rochford expressed concern regarding the definition of Organized Crime. He noted that there is a considerable variation among police and the public on just what constitutes Organized Crime. It was noted that the forthcoming "handbook" prepared by the Committee will offer a comprehensive definition, which should become the standard.

Mr. Jack Herzig, Staff Director of the National Advisory Commission's Task Force on Organized Crime discussed the composition of the Commission, its staff, and its activities in pursuit of Standards and Goals. The report of this task force is due in June 1976.

Frank Zunno, IACP staff liaison to the Committee, summarized Committee activity since the last mid-year meeting. This included a review of progress on the Handbook, resolutions passed, and the status of the proposal for the National Advisory Center on Organized Crime. In the latter case, the proposal was rejected by LEAA on the basis that it duplicated existing and other recently funded programs. President Pomerance indicated that he and Executive Director Glen King would seek a review of this decision with Mr. Pete Velde of LEAA. The addition of two new members of the Committee, Chief Tom Sardino of Syracuse, New York, and Chief Leo Callahan of Fort Lauderdale, Florida, was announced.

Mr. Jim Golden of LEAA reviewed all of the major programs currently funded by LEAA and briefed the Committee on the status of current and future funding efforts. He also announced that the National Organized Crime Conference would be held on October 4, in Washington, D.C. Some members expressed concern that the Committee had not been invited to participate in this conference; however, some of the members were invited as individuals or in connection with other activities that they represent.

Chief Walter McQueeney questioned the issue of access to records of NEOCIS which are now stored in a federal warehouse. He also indicated that the Committee still needs to seek funding for Committee meetings and activities. He reiterated his concern for closer scrutiny of applicants for IACP membership and noted that the publication of their names in The Police Chief should help all members to insure that no undesirable applicant will ever be accepted. Chief McQueeney also suggested that a resolution be drafted supporting the efforts of LEAA to be submitted at the Conference.

Mr. Don Harris, co-author of the "Basic Elements of Intelligence Manual" (1971), briefed the Committee on his effort to

revise and update this work. He also noted that there is a great need to separate enforcement operations from intelligence functions, if the intelligence function is to achieve optimum effectiveness.

Mr. Richard Dennis, Jr., of the FBI, discussed the many problems associated with the Federal Privacy Act of 1974 which becomes effective in September 1975.

Jim Golden suggested to the Committee that a proposal to initiate a bulletin or newsletter patterned similar to that currently distributed by the National Association of Attorneys General, might stand a good chance of being funded. Essentially, this would create a position for a "coordinator" at IACP Headquarters to develop and publish timely and useful information to police chiefs regarding the area of organized crime enforcement effort. Chairman Purdy directed the staff liaison to meet with Mr. Golden and work out the details and report back at the Conference meeting.

Chairman Purdy discussed the great need for organized crime training at all levels of law enforcement, especially at the executive level and at the patrol officer's level. Emphasis needs to be placed on the need for organized crime orientation at the recruit or pre-service levels too. A resolution to this effort will be drafted for submission at the Conference.

Chief McQueeney indicated that a vote of thanks was due to Chairman Purdy for his effort in bringing the Committee together and for developing such a fine program. He expressed appreciation to the guests for their individual presentations and also to Frank Zunno for his work as staff liaison. He also indicated that a vote of thanks was due President Pomerance for his ongoing effort on behalf of the Committee and IACP. His motion was supported by D. K. Brown and carried unanimously by the Committee.

Chairman Purdy also thanked the members who attended the meeting at their own expense and who so actively engaged in the

discussions to make the meeting so productive. He indicated that we are developing stronger relationships with the Association in general, with LEAA, and the FBI, and that this will enhance the future activities of the Committee.

DENVER, COLORADO (SEPTEMBER 14, 1975)

The Organized Crime Committee met on Sunday, September 14, 1975 in Denver, Colorado during the IACP Annual Conference. A number of guests attended, along with the regular members.

Chairman Purdy opened the meeting by expressing his thanks to those attending and asking each to introduce himself so that guests and members could know all who were present.

The minutes of the mid-year meeting, previously mailed to all members, were accepted without additional comment or reading. Three separate resolutions, suggested by the Committee at its last meeting to be drafted for review, were presented. These included issues on Organized Crime Training, Opposition to Senate Bill 2008, and Recognition of LEAA's Organized Crime Section. Following motions by a number of the members all were passed to be forwarded to the Resolutions Committee for consideration by the full membership. (Passed by the membership.)

The next item of discussion centered about the proposed Executive's Deskbook. Chairman Purdy pointed out some items that his staff identified which needed clarification or modification. Mr. Lombard indicated that we should try to get the manual printed and issued despite any minor points which could be supplemented later on. After some brief discussion, the Committee approved the draft and requested staff to continue efforts to seek funding for final printing and distribution.

Mr. Golden briefed the Committee on the status of the application for a grant to publish a monthly bulletin. This matter had been previously suggested at the

Committee's mid-year meeting. Staff has prepared and submitted the application which is currently being processed by LEAA. It is anticipated that this project could be operational by the first of the year, if funding is approved.

Mr. Frank Dyson, former Chief of Police in Dallas and now recently appointed Executive Director of the Texas Organized Crime Prevention Council briefed the Committee on his new function and the forthcoming programs that his group is considering. He also introduced Mr. Rick Miller from his staff who is coordinating police programs for the council.

Dr. Marilyn Walsh, a research scientist with Battelle Human Affairs Research Centers, briefed the Committee on the work she has been doing. Dr. Walsh has been conducting research to develop guidelines for law enforcement agencies to combat organized criminal property theft activities. She described how the criminal fence becomes a central or common link in the organized crime arena dealing with stolen goods. The results of her work—a manual—will help in providing law enforcement agencies with guidelines and strategies to conduct anti-fencing enforcement. She suggested that the Committee may want to review the manual when it is completed.

Chairman Purdy closed the meeting by expressing his appreciation to the members for attending the meeting and for their participation and cooperation throughout the year.

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LEGISLATION AND COURT CASES

The following abstracts of recent court decisions that impact an organized crime enforcement effort were furnished by the National Association of Attorneys General in their monthly "Organized Crime Control Newsletter." Subscriptions to the publication are available to law enforcement

agencies @ \$10.00. Write: Patton G. Wheeler, Executive Director, 3901 Barrett Drive, Raleigh, North Carolina 27609.

CONSPIRACY: MULTIPLE V. SINGLE CONSPIRACY

U.S. v. Bertolotti (U.S.C.A. - 2nd Cir., November 10, 1975). An indictment charging a single conspiracy among several defendants which was at variance with evidence presented at trial proving at least four conspiracies, was found sufficiently prejudicial by the Second Circuit to warrant a reversal of subsequent convictions and the granting of a new trial. The court was also influenced in its finding of prejudice by the length of the trial, the number of defendants, and the large amount of evidence introduced.

The Second Circuit distinguished this case as not involving a traditional *modus operandi* in its narcotics transactions. According to the opinion, "[o]f the four major transactions proved at trial, only the one involving the 'Florida quartet' resembled the orthodox business operation we have found to exist in narcotics conspiracies. The Matthew/Harrison and Lucas matters, indeed, could hardly be classified as narcotics transactions, for no drugs changed hands. In truth they were little more than simple cash thefts. The Flynn rip-off likewise cannot be described as a traditional dealing in narcotics. Given such unorthodox and diverse transaction, we are reluctant to ascribe knowledge of [other] operations to participants in any single transaction." The court concluded that the government had charged a single conspiracy only for its own convenience in prosecution. (18 Cr. L. 2204, December 3, 1975.)

GRAND JURY WITNESS: SURVEILLANCE

In re Grand Jury Proceedings (Worobyzt) (U.S.C.A. - 5th Cir., October 20, 1975). A grand jury witness with no problem of self-incrimination has no right under 18 U.S.C. §2515 to have an adversary hearing on the legality of electronic surveillance which provides the basis for questions being put

to him, states the Fifth Circuit court. The decision is in accord with positions taken by the Second, Third, and Ninth circuits. According to the court, "[t]he relevant facts make this case indistinguishable from [*In re Persico*, 491 F.2d 1145 (2nd Cir. 1975), cert. denied 419 U.S. 294], and we think the rule there the proper one. Where the only question raised is the facile regularity of a wiretap authorization, we prefer to rely on the district judge's in camera determination." (18 Cr. L. 2169, November 19, 1975.)

ELECTRONIC SURVEILLANCE: JUSTIFICATION

United States v. Kalustian (U.S.C.A. - 9th Cir., August 8, 1975). The Ninth Circuit Court of Appeals held the requirements of 18 U.S.C. §2518 (1)(c) of "a full and complete statement" justifying a wiretap not to be satisfied by a recital of "mere conclusions." The investigating officers justified their use of electronic equipment because "'knowledge and experience' in investigating other gambling cases convinced them that 'normal investigative procedures' were unlikely to succeed." The court held that the Government must "adequately show why traditional investigative techniques [are] not sufficient in [each] particular case." The court outlined what an application should tell the reviewing judge in order to meet the statute's standards.

The Government must (1) inform him of every technique which is customarily used in police work in investigating the type of crime involved, and (2) explain why each of them has either been unsuccessful or is too dangerous or unlikely to succeed because of the particular circumstances of that case.

Because the statute was not met in this case, defendants' convictions for illegal gambling were reversed and remanded for a new trial at which all evidence obtained by wiretapping is to be excluded. (17 Cr. L. 2428, August 27, 1975).

ELECTRONIC SURVEILLANCE: STATE LAW

United States v. Turner (U.S.C.A. - 9th Cir., July 24, 1975). Defendant Hall was convicted of possession of heroin, his arrest being the result of information obtained through a federal wiretap. The wiretapping complied with Title III of the Omnibus Crime Control Act of 1968, 18 U.S.C. §§2510-20, but it violated California Penal Code §631, which prohibits obtaining information by electronic surveillance unless both parties to the conversation consent. The Ninth Circuit Court of Appeals held that the law of the state was applicable, and since the evidence against defendant was seized by state officials, the conviction could not stand. The court encouraged a sharing of information between federal and state officials, but stated:

Where...the standards governing the conduct of state officers prove more rigorous than federal requirements, this court, following the mandate of Congress, will not sanction such sharing of information and cooperation as results in the violation of those standards by the very officers they are intended to govern.

Judge Kilkeny dissented, claiming the court had misapplied the law. He argued, among other things, that the statute applies only to exclusion of evidence from California state courts. (17 Cr. L. 2449, September 3, 1975.)

• • • • •

CONFERENCES

NATIONAL CONFERENCE ON ORGANIZED CRIME

On October 1 through 4, 1975, LEAA sponsored a National Conference on Organized Crime in Washington, D.C. Many hundreds of law enforcement executives, and experts in matters dealing with organized crime control, attended. Eleven different topical

areas were covered in separate workshop sessions. Presentations were made by the following, who also acted as discussion leaders:

- William Mulligan
U.S. Attorney
Eastern District of Wisconsin
- John Moore, Chief Counsel
Oregon State Attorney General's
Office
- Kurt Muellenberg, Deputy Chief
O C & R Section, Criminal Div/DOJ
- William J. Neill, Superintendent
National Crime Intell., R.C.M.P.
- Wallace L. Timmeny, Associate Dir.
Division of Enforcement, SEC
- Captain Steven Bertucelli
Organized Crime Section
Dade Co. Dept. of Public Safety
- Professor G. Robert Blakey
Cornell University
- Don R. Harris, Manager
Studies & Analysis Dept., CACI, Inc.
- Joseph Lynch, Attorney-in-Charge
Special Operations Unit
O C & R Section, Criminal Div/DOJ
- Harry Meyersohn
Supervisor of Training
Dade Co. Dept. of Public Safety

On the basis of these presentations and subsequent discussions, a number of recommendations were developed. These essentially may be consolidated in four main topical areas. The conference also substantiated the need for promoting a greater understanding of organized crime by all law enforcement agencies and personnel. The specific recommendations developed at the conference are summarized as follows:

ORGANIZED CRIME CONTROL STRATEGIES

- A functional approach is deemed best in combating the merger of white collar and syndicated crime.
- Local law enforcement units combating organized crime and white collar crime should have a strategy that focuses upon participation of professionals.
- Prosecutors must establish more specialized units, particularly joint Federal, State, and local ones to perform prosecution as well as law enforcement. Also, financial support is needed to maintain support for these units.
- Plea bargaining must be vigorously used to gain cooperation from defendants as opposed to its use for clearing congested court calendars.
- States and locals must review current licensing procedures to ascertain financial and personal histories of business applicants. Such procedures should contain civil and criminal remedies for falsification or withholding of information.
- A greater use and need of regulatory agencies is recommended.
- All units need a formal statement of roles and mission statements with regard to intelligence functions and objectives should be sought.
- Unit commanders of intelligence units must take more action in recognizing and solving problems and provide greater support.
- Punishment for minor violations or integrity transgressions are not sufficiently high as a means for deterring elected or appointed officials from corruption and should be increased.
- Standard briefing procedures should be developed in which to systematically interview subjects incarcerated on a regular basis who have known prior fencing activities.
- Electronic surveillance has been most effective and should be continued.
- There should be a greater use of undercover front businesses.

LEGISLATIVE

The importance of legislation to support organized crime control efforts was

repeatedly surfaced throughout the Conference. Explicit, comprehensive, and most crucial, supportive legislation/statutes can become the impetus behind more effective law enforcement. Many states are without wiretaping provisions, while others preclude the use of grand juries and immunity from prosecution. In too many jurisdictions, the statutes are in great need of revision to reflect current organized crime techniques. Recommendations from the Conference reference specific actions to initiate new or alter existing statutes to enable enforcement and prosecution more access to productive investigations and prosecutions of criminal elements. Specific recommendations included the following:

- There is a greater need for more use of legislative tools concerning use of wiretaping, grand juries, immunity, contempt, perjury, and subpoenas.
- State legislatures should enact statutes permitting use of electronic surveillance devices where none exist.
- Legislation should be amended to allow consensual monitoring to occur without full consent of all parties involved, and attempts to alter this legislation should be resisted.
- Additional and appropriate legislation is needed to allay the telephone company's fears of liability in allowing electronic surveillance.
- Legislative and administrative programs should be sought to prohibit organized crime elements or principal non-member associates from infiltrating labor unions and resulting in taking control of freight industries.
- Require mandatory reporting of loss of merchandise from business, shippers, insurance and transportation carriers for more accurate accounting of fencing activities.
- Development of standardized numbering system to unify procedures or guidelines on a national basis in identifying stolen property.
- Increase the damages to be claimed through suits by victims by three times the value of the merchandise so that there is a civil and financial impact on fences.

- There is a need for changes and clarification of statutes regarding the element of possession, the guilty knowledge.
- Laws should be enacted or amended to provide greater protection to revealing identities of informants.
- LEAA should prepare summary of legislation concerning anti-fencing and that the summary should be distributed throughout the country.
- A national uniform code on anti-fencing legislation should be established as well as uniform guidelines.
- States and locals should review their regulatory statutes and update them re: specificity, notice, and opportunity for hearings, and that states ensure provision of adequate powers to enforce regulations.
- States should consider adopting legislation similar to Section 1964 of Title 18, regarding the use of civil remedies to organized crime.
- Penalties for officials involved in corruption practices should be increased.
- Laws should be enacted to permit the use of telephone or oral search warrants/approvals for timely arrest situations.
- State legislatures must enact statutes which makes participation in organized crime an offense with accompanying substantial penalties.

This review will be continued in the next issue. Areas that remain to be covered include: Education and Training, and Cooperation and Coordination.

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TACTICS

THE MESSAGE PARLOR PROBLEM

Major cities, and many smaller communities across the country, are attempting to cope with a proliferation of message parlors. Police investigations confirm that these establishments are merely facades for the merchandising of illegal sex acts, either on the premises or under the guise of "outcalls." In the latter case, well organized systems exist with answering

CORRUPTION

A TALE OF ONE CITY

In September 1972, Mr. Nelson Rockefeller, then republican governor of the state of New York, appointed Mr. Maurice H. Nadjari to serve as the state's first Special Prosecutor. His mandate was to root out and prosecute corruption in the criminal justice system. This action followed in the wake of the Knapp Commission's revelations of graft, links with organized crime, theft, and other criminal activity occurring within the police department and the courts in New York City.

Mr. Nadjari, in an interview in 1974 with IACP staff had this to say about ferreting out corruption: "...When you deal with corruption patterns themselves, obviously the solutions to these corruption patterns are dirty work and you've got to utilize the very same utensils that you utilize against organized crime. You cannot deal with the matter delicately. You cannot attempt to make friends of the police officers and, at the same time, deal with the corruption problems. It cannot be done.

Once corruption is in the department, it's got to be dealt with harshly, rapidly. You've got to be able to put men in the field who are, in fact, good, sincere, honest, moral police officers pretending to be the rogue cop in order to become part of the scheme of corruption. You've got to utilize that fellow as a walking listening device. Wire him, and when there is sufficient evidence to apply for a bug or a wiretap legally, then you do that as well, so that you can hear and see that which ordinarily does not come your way—the very evidence which is required to root out the corrupt police official, or police officer."

Early this year, Governor Hugh Carey, a democrat, attempted to fire Nadjari. Carey indicated that he wanted to replace him with someone from his own administration.

services, taxicabs, and "page boy" communications for the female operators who service clients.

Gathering evidence for prosecutions is difficult, time consuming, and to use a commercial term, not cost-effective. Moreover, it appears that this highly profitable illicit activity has attracted the interest of organized crime operators who finance chains of separate places, keep employees circulating, and provide legal and liability coverage for all who are involved. If this sounds familiar, it is. An identical strategy has been associated with organized prostitution from 1900 through 1940.

Some interesting counter strategies are being employed successfully, or being developed to cope with the problem. One community has passed legislation requiring massage parlor operators to complete an 800 hour professional course at an approved school of massage therapy before they can be employed at a licensed premises. Another city is requiring rather expensive license fees. Others propose state legislation that would require extensive investigation and picture identity cards in an effort to discourage prospective employees.

Customer contact has been another successful strategy undertaken by some agencies. In Los Angeles recently, Chief Ed Davis has stationed officers outside of sex oriented establishments to warn prospective customers, under a 1913 law, that their names may come up in court if they enter these places. In another western city, contact with customers, who were given immunity, developed statements that felony sex acts were committed regularly. This was sufficient to bring civil suit to close the establishment under obscure "bawdy house or ill repute" statutes. Generally, the suits were never contested and the establishments remained closed.

These tactics, coupled with organized community support—banks, landlords, newspapers, churches,—can give new impetus to successfully move against these illicit operations.

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Nadjari refused to resign and said in a news conference that he has indicted "296 corrupt public servants and corruptors as well, and convicted 76." He also indicated that he was investigating the activities of some "highly placed" politicians, judges, and other public officials ... "The closer I get to those remaining—the hard core—and I tell you that I am close, closer than I have ever been before, the greater the abuse to which I am subjected."

Speculation surrounding the attempted ouster of Nadjari takes two approaches. Some contend that his three year track record for convictions was poor, that he was inept in court, and that he had poor rapport with Supreme Court Justice John M. Murtagh, the special judge for Nadjari's corruption cases. Nadjari, however, said, "...I have discovered a security leak and a betrayal of perhaps the most important investigation in my jurisdiction. That betrayal came from outside my office...we learned that a political leader was provided with this sensitive information."

State Attorney General Louis J. Lefkowitz recently told Nadjari to continue working for another six months and issued a statement, "I believe that a summary dismissal of Mr. Nadjari would seriously erode public confidence in the criminal justice system."

The controversy took an interesting turn in mid-January when Judge Murtagh died and Attorney General Lefkowitz encountered difficulty in finding a special deputy to investigate the politically sensitive aspects of the attempted dismissal of Nadjari. The New York Times on 18 January 1976 reported that Mr. Lefkowitz is having more trouble getting a lawyer to head the inquiry demanded by the Governor into Nadjari's charge that Carey had tried to dismiss him because he was investigating leading democrats. The political sensitivity of the assignment is apparently complicating the search.

This is just one example of the great difficulty encountered in dealing with

matters of this type. The original aspects of the police corruption ended when the cover of the rogue cops, who were being used to make new cases, was broken. Now it appears, according to Nadjari, that information leaks may have affected successful prosecution of public officials. And, if the effort to remove Nadjari is successful, the implications for dealing with problems of this type and scope, including organized crime, are frightening.

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TRAINING

INSTITUTE ON ORGANIZED CRIME

The Dade County, Florida, Institute on Organized Crime is engaged exclusively in the development and dissemination of knowledge as an integral part of organized crime control. Various courses offered throughout the year require selective enrollment; but as a result of LEAA funding, tuition, textbooks, and basic supplies are furnished without cost to each attendee. Applications are now being accepted for the following future courses:

- Five-Week Organized Crime Investigator Course
 - Aug 2 to Sept 3, 1976
 - Oct 18 to Nov 19, 1976
- Two-Week Organized Crime Command and Supervisor Seminars
 - May 10 to May 21, 1976
 - Sept 20 to Oct 1, 1976

Call or write:

Mr. William H. Dunman,
Coordinator
Institute on Organized Crime
16400 N.W. 32nd Avenue
Miami, Florida 33054 — (305) 625-2438

APPENDIX II

SAMPLE OF SPECIAL ISSUE BULLETIN

Executive Copy

- Chief Sheriff, Supt.,
Commissioner
 Dep. Chief, Under Sheriff,
Asst. Supt.
 File/Library/Training
 Others _____

Operations Copy

- Cmdr. Org. Crime Unit
 Cmdr. Intelligence Unit
 Cmdr. Field Divisions
 Others _____

The
Organized
Crime

BULLETIN

Volume 1

September, 1976

SPECIAL ISSUE

**Serving the Information Needs of All Law Enforcement Agencies
In Their Fight Against Organized Crime**

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SPECIAL ISSUE

CONTROL OVER POLICE SURVEILLANCE

General Order Number 11, Series 304, entitled "Policies and Guidelines for the Conduct and Operation of the Investigative Services Division," published by the Metropolitan Police Department, Washington, D.C., effective August 1, 1976, is reprinted in this BULLETIN with the permission of Chief Maurice J. Cullinane. The General Order, which outlines new policies and procedures regarding intelligence gathering, was developed after many months of research and encompasses the latest interpretations of statutes, court rulings and other legal guidelines concerning the gathering, recording, use, dissemination and disposal of intelligence data.

The new rules, which are quite detailed and strict in nature, are intended to keep the Department's intelligence operations within legitimate bounds. It prohibits mindless snooping and squirreling of scraps of information and dictates that nothing is to be collected or kept merely because someone thinks it might be useful someday.

The basic policy of the new General Order is that information must be obtained by lawful means and must relate to criminal activity or persons or events that present threats to life or property. Data on someone's family, associates, personal habits or social interests shall not be collected unless they are directly relevant, as in the investigation of organized crime. Among other things, bank records may not be obtained without a subpoena. Physical and photographic surveillance and the use of informants are to be carefully controlled. All files must be reviewed every few months by senior officers, and outdated or unproductive material must be destroyed.

This document, in our opinion, is the end result of a major police agency's efforts to conform to the letter of the law in gathering and handling intelligence matters. We believe that it will be a useful reference for other law enforcement agencies in the development and/or revision of their systems.



**The International Association of Chiefs of Police
Eleven Firstfield Road • Gaithersburg, Maryland**

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GENERAL ORDER NO. 11

It is the mission of the Investigative Services Division to provide the Department with data as required to meet its lawful responsibilities and authorized duties by facilitating the decision making process as this relates to the prevention of crime, the detection and prosecution of criminals and the protection of life and property within the District of Columbia. This order consists of the following part:

**RESPONSIBILITIES AND PROCEDURES FOR
SPECIAL ASSIGNMENT PERSONNEL**

A. Statement of Policy.

In an affluent and highly mobile society, it is generally recognized that criminal activity does not conform to jurisdictional boundaries and that associations and conspiracies exist to promote such activity on a national and international basis. It is further recognized that Washington, D.C., is the seat of the federal government and therefore is host to numerous persons and groups, exercising First Amendment Rights relative to local, national or international issues. Finally, it is recognized that the lives of U.S. citizens and representatives of foreign countries, and property, both public and private, are potential targets for unlawful assaults by terrorist groups and persons suffering mental disorders.

Therefore, it is the policy of this Department to collect, analyze, and file such tactical and operational information data as may be required to detect and prosecute criminals, protect life and property and to deter, expose and prevent criminal activity. This shall be accomplished within the guidelines herein established, and coordinated with other federal, state, and municipal agencies as necessary by the scope of each individual event and in accordance with these procedures.

The Investigative Services Division shall only pursue its objectives through legitimate means in accordance with current law and in recognition of the constitutional rights of all persons.

B. Statement of Parameters of Interest.

Investigative attention and information gathering activities shall conform to the areas of interest listed herein. These areas are broadly defined as patterned crime.

This relates to individuals who have working relationships with organized crime, whose lawful activities depend upon the services offered by organized crime, or who enter into associations with others to commit or conspire to commit criminal acts and generally include the following offenses:



President
Richard C. Clement

The Organized Crime BULLETIN is published monthly by the International Association of Chiefs of Police in cooperation with the National Sheriff's Association and federal, state and local police agencies. Guidance and review of the project to the extent of establishing general policy and direction is furnished by the IACP Organized Crime Committee. For information regarding the BULLETIN, call or write Dean R. Phillips, Project Director, Organized Crime BULLETIN, IACP, Eleven Firstfield Road, Gaithersburg, Maryland 20760 (301/948-0922).



President
Sheriff Carl Axson



A grant from the Enforcement Program Division, Office of Regional Operations, Law Enforcement Assistance Administration, has financed this publication. The

fact that LEAA is furnishing financial support does not necessarily indicate its concurrence in the statements or conclusions herein.

1. Gambling
2. Narcotic trafficking
3. White collar crime (crimes related to management and the manipulation of objects and paper with intrinsic value and/or objects or paper that represent value so as to defraud rightful owners).
4. Loan sharking
5. Labor racketeering
6. Business extortion
7. Infiltration of legitimate business
8. Commercialized vice and pornography
9. Corrupt practices in government and private business
10. Major fencing activities
11. Formal or informal organization to commit major crimes, i.e., homicide, burglary, auto theft, blackmail, kidnapping, destruction of property, etc.
12. Arson for purposes of fraud, intimidation or political motivation
13. Manufacture, use, or possession of explosive devices for purposes of fraud, intimidation or political motivation
14. Threats to public officials and distinguished visitors

C. Criteria for Gathering Investigative Information and Limitations Established.1. Criteria for Gathering Investigative Information.

It is the policy of this Department that information gathering shall relate to investigative objectives and that no files shall be established or maintained except under the following conditions.

a. Information and Files Pertaining to Criminal Activity.

Information may be gathered relative to crime figures and criminal operations in order to identify crime patterns, conspiracies, criminal associations or develop probable cause relative to criminal acts and threats of same.

b. Information and Files Pertaining to Events Occurring in Other Locations.

Information may be gathered on violations of law, events, or conditions occurring in other jurisdictions which may pose a threat to life or property within the District of Columbia. This will generally pertain to statements or actions involving organized crime, hijacking, kidnapping, extortion, or acts of terrorism and involve documentation of organizations and members who engage in such illegal ventures.

c. Information and Files Pertaining to Persons Suffering Mental Disorders.

Information may be gathered on persons who appear to be suffering from mental conditions that may cause them to engage in criminal acts, or who forward threatening correspondence to governmental agencies that is obviously a product of their mental condition.

2. Limitations to Information Gathering Authorization.

It is the policy of this Department to preclude the gathering of information which does not meet established criteria in achieving the mission of the Investigative Services Division and to terminate data collection at that point at which the specific investigative objective is reached.

a. Original Information Collection Restrictions.

No member of the Investigative Services Division shall gather, collect, or progress any information which is not directly supportive of an investigative objective as determined by the Director, the Inspectional Services Officer or the Chief of Police.

Information shall not be gathered or retained for purely interest purposes or for the reason that it may eventually relate to an established investigative objective.

Information which relates to an individual's family, friends, associates, religion, personal habits, sex life and social interests shall not be gathered except where such a specific area relates to the investigation of an associated activity such as organized crime, or prostitution or to a preemployment investigation for position with the Department.

b. Subsequent Information Collection Restrictions.

Information collected which was properly initiated and conducted pursuant to established criteria shall be terminated when any of the following conditions are found to exist.

(1) Such level of data collection has been achieved which provides probable cause for arrest and prosecution of all persons involved in the conspiracy and/or organized group whose objectives violate the criminal statutes.

(2) The specific activity or threat which generated the need for data collection has become abated or altered and changed to such an extent as to make void the original investigative objective.

(3) The activity or threat is found to be false or non-existent.

D. Innumeration of Investigative Files.

On and after the effective date of these guidelines, it shall be the policy of this Department that all investigative files maintained within the Investigative Services Division shall be restricted to those relating to the criminal investigations and interests set forth in paragraph B of these guidelines.

1. Organization File.

This file shall consist of investigative jackets on those organizations or conspirator groups engaged in committing criminal activities upon which the Investigative Services Division bears an investigative responsibility under the scope of these guidelines.

2. Individual File.

This file shall consist of investigative jackets on those persons who engage in criminal activities that are similar in nature, either independently or in loose association with others.

3. Criminal Threat File.

This file shall consist of information material on individuals or organizations who commit major criminal acts such as bombings, kidnappings, murders, extortions or

terrorism in other cities or jurisdictions which, through cause or motivation, indicates the threat of similar events within this city.

4. Mental File.

This file shall consist of information on persons who exhibit mental derangement and a potential for committing violence, through overt acts such as the mailing of threat letters to government officials and public personalities.

5. Index Card File.

This file shall consist of cross index reference cards on each individual or organization named in the preceding files.

E. Information Gathering Components.1. Investigators.

Recognizing the importance of the investigators' role in the Department's mission, it shall be the policy of the Department to institute such selection and training procedures as necessary to insure the proper functioning of each in fulfilling his responsibilities under these guidelines.

a. Selection Procedures.

All selections for assignment to the Investigative Services Division shall be based upon particular job qualifications as possessed by the applicant and requisite for all division members.

These essential qualifications shall include the following:

- (1) Must be listed on the Department Detective Eligibility Register.
- (2) Must possess a good work record with superior performance ratings by superiors.
- (3) Must have record of unbiased and impartial attitude.
- (4) Must be motivated and possess the ability to work efficiently alone and in harmony with others.
- (5) Must be a proficient writer, able to document investigations and events.
- (6) Past record must display a high degree of professionalism, dependability and have a good sick leave record.
- (7) Must demonstrate a good working knowledge of the community and its residents.
- (8) Must possess good appearance and ability to deal tactfully with all levels of the community.

b. Training Procedures.

Prior to assuming functional roles in the Investigative Services Division, all investigators will be trained and certified by the Division Director as follows.

(1) Training by the Director.

Immediately upon assignment to the Investigative Services Division, each new member will be issued a copy of the Division's guidelines and instructed in their

provisions. This training will be handled by the Division Director, assisted as he deems necessary by each of the supervisory officials to whom the member will be assigned, and will include the following:

- (a) Division Mission and Policy
- (b) Investigative Constraints and Limitations
- (c) Investigative Criteria
- (d) Investigative Procedures
- (e) Scope and Depth of Investigations
- (f) Information Dissemination

(2) Training by the General Counsel.

Upon the assignment of a new investigator to the Division, the Director shall arrange a separate training session to be conducted by the General Counsel and his staff. This training session should cover legal principles associated with the investigative process and emphasize the individual's constitutional rights as well as the investigator's obligation to avoid abuses in investigative gathering, retention, and dissemination function. This session shall include discussions on the following topics.

- (a) Basic individual constitutional rights.
- (b) Applicable case law and legislation.
- (c) Principles of privacy, privilege and information dissemination.
- (d) Abuse and sensitivity to social interests and community values.
- (e) Future trends and pending legislation re the investigative mission.

(3) Training Certification.

Upon completion of both training elements to the satisfaction of the Director, the Director shall cause an entry to be made in the member's personnel file, indicating that the member has completed the sessions and the date attached thereof.

2. Undercover Officers.

Undercover officers are sworn members of the Metropolitan Police Department who are unknown either to the general public or to other members of the Department and who are assigned to limited criminal investigations which cannot be successfully concluded by more conventional means.

It is the policy of this Department that such persons shall not be utilized in investigative operations except upon the existence of extraordinary circumstances and after well grounded justification is prepared by the Division Director and approved by the Inspectional Services Officer.

Undercover officers may not be assigned to the Investigative Services Division for any purpose other than a major criminal investigation being conducted by the Director and his subordinate officials.

3. Informants.

Within our society, various major criminal acts are perpetrated to the extreme detriment of its collective members. These acts are devised and carried out by persons from widely diverse sociological and economic backgrounds and environments who operate

within their own elements which contain attendant natural defenses.

These defenses which consist of familiarity with operational environment, personal contacts and associates, tend to insulate the criminal and insure his success.

Police officers, through the constraints of personal persuasion, background and professional requirements, are generally alien to the extremes of these elements. This fact serves to further benefit the criminal.

It therefore becomes essential that police agencies make use of vital information made available by certain persons from within the elemental environment of the criminal himself. The use of this supply of information from "informants" or "confidential sources" is both lawful and universally acceptable by law enforcement standards.

Consequently, members of the Investigative Services Division may receive information from this avenue provided that it is in total compliance with the Division mission and information gathering criteria defined in these guidelines.

F. Information Gathering Procedures.

It shall be the purpose of this section to establish guiding policies for the functional gathering of criminal information through the following procedures:

General Investigative Procedures
Use of Electronic Devices
Use of Cameras and Photographic Equipment

1. General Investigative Procedures.

a. Functional Constraints.

Investigations shall not be conducted by members of the Division for non-criminal matters except for purposes of pre-employment clearances, as approved by the Chief of Police.

Investigations shall be initiated only upon the authorization of the Division Director or Branch Heads.

All investigations shall be conducted for specific purposes and shall contain well defined investigative objectives.

b. Handling of Informants.

The selection and use of informants shall be individually approved by the Director upon the recommendation of a subordinate official to whom the source will report.

Informants approved by the Director shall be listed in a source log maintained under lock by the Branch Heads. The log shall contain the true name and address of the informant, together with the name of an alternate member of the Investigative Services Division to whom the source may report.

Each approved informant source shall be given a reporting control number which will be recorded in the source log. This number shall be used in lieu of his name, identifying all subsequent information reports made by the source.

The use of informant information sources shall be restricted to the investigation of criminal cases and matters only.

Immediately upon the selection of a candidate informant, he shall be explicitly instructed by the official to whom he will report as follows:

- (1) That this cooperation with this Division does not convey to him any privileges, responsibilities or immunities.
- (2) That violations of criminal law by him may be prosecuted regardless of his cooperation with the Division.
- (3) That information supplied by him, which is lawfully obtained, will be held confidential.
- (4) That he is under no obligation to provide information and that the Division will accept only that information which is obtained legally and which involves criminal activity.

The source log maintained by the Branch Heads shall indicate that these instructions were issued and by whom.

Informants may be told the types of information which is of interest to the Division. However, specific operating instructions for obtaining the information shall not be issued under any conditions. Sources are not amenable to the administrative controls governing Police Officers.

c. Physical Surveillance.

Surveillances shall not be conducted by members of the Division in any matter not related to the active investigations of criminal offenses as provided by these guidelines.

Physical surveillances may be conducted upon individuals or premises in the course of active criminal investigations when they are known or suspected to be centrally involved in criminal activity and such surveillance would prove or disprove their connection.

Surveillances shall be authorized by officials of the Investigative Services Division as follows:

- (1) A surveillance for less than eight hours may be authorized and initiated by the official then in charge of the Unit.
- (2) A surveillance for more than eight hours shall be authorized by the Branch Head Captain or Lieutenant.
- (3) Extended surveillances shall be authorized by the Director.

Whenever a surveillance is initiated at any of the above noted levels, the authorizing official shall report to the Director the reason and commitment.

d. Background Investigations.

Background investigations may be conducted by Division members as follows:

(1) Credit Bureau Checks.

Information may be requested from credit bureaus only upon approval of the Division Director or Branch Head.

Such approvals shall be based upon a clear showing that the information sought is, by its nature, directly related to a central issue in a criminal investigation and is necessary to substantiate facts independently indicated.

All information obtained shall be reviewed by the authorizing official prior to retention and filing.

(2) Employment Background Checks.

Employment histories may be conducted by members of the Division, upon approval by a supervisory official, in any investigations involving known or suspected crime figures or applicants for position within the Unit or for licenses as Special Police Officers, Detective Agencies and Security Guards.

The information obtained shall be reviewed by the authorizing official prior to retention or filing.

(3) Bank Records Checks.

No information shall be requested from any bank or financial institution except by Judicial Subpoena issued by the Courts of the District of Columbia.

Those criminal investigations conducted by members of the Division which for cause indicate the handling or transfer of monies or securities which were obtained illegally by known or suspected crime figures, may be referred by the Director to the Office of the United States District Attorney for review and decision to seek a subpoena.

If the subpoena is issued and the records obtained, the Director shall review the material prior to filing in the investigative jacket.

2. Use of Electronic Devices.

The use of electronic devices and recording equipment by any member of the Investigative Services Division, or by any member of the Department, shall conform to the provisions of Public Law and/or General Orders of the Metropolitan Police Department.

a. Use of Electronic Devices and Voice Intercepts.

The use of electronic devices and techniques or means, which are controlled by Public Law and set forth in D.C. Code Title 23, Sections 541 through 556, shall be beyond the investigative prerogatives of any member of the Investigative Services Division.

b. Use of Tape Recorders.

Statutory law places no prohibition upon the recordings of conversations between individuals when at least one party to the conversation has advance knowledge and clearly consents to the recording.

However, operational restrictions are attached to such recordings by Department General Order 304.4 which provides that advance permission shall be obtained from the Inspectional Services Officer for each intended use.

Therefore, members of the Division may record conversations only under the controls explicit in General Order 304.4 and upon the showing of a demonstrated need for the recording as an essential component element in a criminal investigation.

3. Photographic.

Cameras and photographic equipment may be used by members of the Division in accordance with the following provisions.

a. Criminal Investigations.

Investigators conducting criminal investigations may use camera equipment to make films or photos which will:

(1) Assist in the identification of persons or property sought in the investigative objective, or

(2) Establish a necessary element for successful case prosecution in the Courts of the District of Columbia.

Investigators requiring the use of camera equipment shall make such request to their supervising official who, if he approves such use, will log the data in a book established for that purpose within his Branch.

All films or photos, after processing, will be forwarded by the supervising official to the Director for his filing approval.

b. Non-Criminal Photography.

No member of the Division shall use camera equipment for any non-criminal activities, except from the explicit authority of the Assistant Chief, Inspectional Services Bureau.

G. Filing Procedures.

No investigative information obtained from any source may be either retained or filed by members of the Division except in accordance with the following procedures.

1. Filing Concurrence Required.

It shall be the policy of this Department that investigative information may be filed by a member of the Division only upon the concurrence of a Branch Head or higher official.

Each member, up to the Director, who receives information which he believes meets the criteria established in paragraph A of these guidelines, shall deliver the material to his immediate supervisor who must concur in the assessment made by his subordinate prior to forwarding to the Branch Head for final authority.

2. Information Entry into Existing Files.

Each investigator or official receiving information through investigation or forwarding from other sources, shall execute an office information sheet with two carbon copies. He shall then deliver all copies to his superior official intact. That official will review the material for specific relevance under the criteria previously noted. If the official finds the material acceptable and pertinent to a file under his purview, he shall sign and date the forms and make the following distribution.

The original copy will be entered into the established file. The first copy will be delivered to the Division Director, through the Branch Head, and the last copy retained by him for follow-up investigation as approved by the Director.

If the material pertains to a file within the purview of another official, all copies of the office information sheets will be turned over to that official who will sign and make distribution.

3. Information for Which No File Previously Existed.

No new file will be established except upon the explicit authority of the Branch Head and with the concurrence of the Director.

Information received by an investigator or official, which indicates full compliance with data gathering criteria, shall be entered upon an office information form with two carbon copies. All copies will be delivered through the immediate supervisor to the Branch Head. That official, a Lieutenant or Captain, will assess the data and make a determination whether a file should be established. He will then confer with the Director for concurrence and approval.

If approval is obtained, a file may be established and copies of the office information sheet distributed as before.

H. Review Procedures.

There is established in the Investigative Services Division the following information review procedures which shall apply to ALL innumeration file classification. These procedures shall be documented by the reviewing officials as herein identified.

1. Policy and Guideline Review Procedures.

Inasmuch as the administrative application of these policies and guidelines are dependent upon compliance with all applicable laws in effect in the District of Columbia, the following procedure is established.

It shall be the responsibility of the General Counsel of the Metropolitan Police Department to continually review these guidelines in the light of current or proposed legislation and legal decisions which may impact upon them, and, as necessary, recommend changes to the Chief of Police.

He shall also keep the Director of the Investigative Services Division apprised of the existence of such pending legislation or judicial actions.

2. Initial Review Procedure.

Each Squad Sergeant of the Investigative Services Division shall, at least once each month, review each investigative file within his area of assignments. He shall determine that all entries thereon bear an official's signature and were entered in compliance with paragraph C of these guidelines.

He shall further determine whether the contents, in any part, continue to warrant retention. If, in his judgment, an entry may be removed as no longer of value, he shall recommend destruction to the Branch Head.

All file deletions and destruction shall be authorized by the Branch Head or Division Director.

3. Intermediate Review Procedure.

All investigative files, upon which his several Sergeants have initial review responsibilities, shall, not less than once in each 90-day period, be reviewed by the Branch Head. He shall ascertain that all entries were properly validated in the initial review process by the Squad Sergeant. He shall also further review each entry to determine that the first review process decision was correctly applied and make an independent judgment of his own.

If he determines that the material does not meet the established criteria or has, through further investigation, become out-dated or valueless, he shall remove and destroy it.

After ascertaining that all remaining entries are valid and correct, he shall validate the file by affixing the date and his signature to the file cover.

4. Journey and Terminal Review Procedure.

The Director shall, not less than once in each half year, review each investigative file together with the Branch Captain or Lieutenant and make a determination as to its continued merits.

The Director will remove each file or portion of file he determines to be of no further value and destroy it.

Those files to be maintained, in the judgment of the Director, will be validated on its cover by affixing his signature along with the review date.

I. Dissemination of Information.

All information files maintained within the Investigative Services Division shall be deemed to be classified and under the direct control of the Chief of Police, the Inspectional Services Officer and the Division Director. The dissemination and use of information shall be for cause and responsive to specific and well-founded law enforcement needs only.

Therefore, all dissemination of information shall be in conformance with the following guidelines.

1. Internal Dissemination.

Investigative information may be released to the several units of the Metropolitan Police Department in accordance with the following guidelines.

a. Criminal Activity Files.

Information from Major Crimes Branch may be released by an official of the Investigative Services Division, or other member authorized by the Director, to an official of any unit within the Department which bears a concurrent investigative responsibility or joint interest in the arrest and prosecution of criminal offenders.

b. Threat and Mental Files.

Information from these files may be released only by the official then in charge of the Unit, for particular cause, to Commanding Officers of organizational elements.

2. External Dissemination.

File information hereinafter deemed appropriate may be disseminated to other bona fide law enforcement agencies, when the information sought or to be provided is related to an active criminal investigation undertaken by the requesting agency pursuant to its lawful mandates, or relates to a criminal matter the outside agency should be aware of.

For purposes of this provision, such a determination may be made if the matter under investigation by the requesting agency is one in which this Department would have a similar or concurrent investigative responsibility under the D.C. Code, U.S. Code or regulations enacted by the D.C. City Council.

Provided further, that the requested information would be receivable by this Department under paragraph C of these guidelines which establish criteria for gathering investigative file information.

All requests for information which involve questionable points of law, freedom of information regulations or Justice Department guidelines, and those in which the requestor asserts a legal right to the information, such as through subpoenas, shall be coordinated through the General Counsel of the Metropolitan Police Department.

a. Recognized Law Enforcement Agencies.

For the purposes of these guidelines other bona fide law enforcement agencies shall include the following:

- (1) Federal Bureau of Investigation
- (2) United States Custom Service
- (3) Internal Revenue Service
- (4) United States Secret Service, to include Executive Protective Service
- (5) Alcohol, Tobacco and Firearms Division, Treasury Department
- (6) United States Postal Service
- (7) Armed Forces Police Departments
- (8) Immigration and Naturalization Services
- (9) Department of State Security Division
- (10) Drug Enforcement Agency
- (11) United States Capitol Police

- (12) United States Park Police
- (13) National Airport Police
- (14) Major Crimes Section, United States Attorney's Office
- (15) State Police Agencies
- (16) State Bureaus of Law Enforcement
- (17) Major City Police Departments
- (18) County Police Departments
- (19) Local Police Departments not served by State Bureaus of Law Enforcement
- (20) The Corporation Counsel for the District of Columbia

b. Information Appropriate for Dissemination to Other Law Enforcement Agencies.

Information may be disseminated to other law enforcement agencies as follows:

(1) Major Crimes Files.

Pertinent portions of Major Crimes Files, previously classified as exchangeable by the Director, may be released by officials of the Division only to Officials In Charge of the Specific Investigation in another jurisdiction, provided that the exchange is in person and further that the need for the information is clearly given and found acceptable by the responding official.

If the request is received by telephone, the receiving member shall advise the requestor to submit the request in writing except where an obvious emergency exists such as a specific threat or imminent criminal act is involved in which case the official may release the information.

(2) Criminal Threat File.

Information contained within this file relates to criminal matters occurring in other jurisdictions which were originally reported by the proper police agency in that jurisdiction.

Therefore, information from this file shall not be released to third party agencies who may request it.

Members of the Division who receive such requests shall refer the requestor to the original reporting agency for response.

(3) Mental File.

Information from this file shall not be released except upon approval of the Director.

c. Non-Law Enforcement Agencies.

Investigative Services Division file information shall not be disseminated to any non-law enforcement agency, department, group, organization or individual.

Any member of the Division who may receive a request for data from any such source shall make no response and shall refer the caller to the Director who will make note of both the request and non-response.

3. Material Dissemination.

All materials comprising the Investigative Services Division files other than routine investigator reports, news media clips and published documents, are considered special items and not subject to dissemination within or without the Department except upon written application to and approval by the Director. The Director's decision to approve such applications will be based solely on investigation of, and prosecution of criminal offenses. These items may consist of the following.

- a. Photographs
- b. Tapes and transcripts
- c. Correspondence from individuals
- d. Reports supplied by other police agencies

4. Investigative Services Division Reports.

All reports and communications prepared for forwarding or dissemination by any member of the Division shall be approved and signed by the Division Director.

J. Recording Information Dissemination.

It shall be the policy of this Department to maintain a permanent record of all disseminations of investigative information made pursuant to the provisions of these guidelines. This function shall be accomplished according to the following procedures:

1. Record Log Established.

Within each Branch of the Division there will be established two bound record log books, indexed by months of the year and columnized to provide the following data:

- a. Date
- b. Name of requestor and agency or unit
- c. Information requested
- d. Reason for request
- e. Information provided
- f. Name of responding member.

One of the books will be labeled "Intra-Departmental Information Dissemination" and all such disseminations logged regardless whether by phone or in person. The second book will be labeled "Extra-Departmental Information Dissemination" and all such disseminations logged in a like manner. A list of the appropriate agencies noted in these guidelines shall be affixed to the inside front cover of this book for reference.

2. Recording Required Data.

Upon the receipt of each request for information, the Division member handling the request shall make complete entries in each column of the log book, in handwriting and in ink.

If the requested information cannot be supplied under the provisions of paragraph I of these guidelines, the following entry shall be made in the space marked "Information Provided":

"Request does not comply with guidelines - information not furnished."

K. Disposition of Investigative Files.

All information reports not meeting file criteria and files, including portions or entries, which are removed or aborted through the several review processes, shall be destroyed and no part maintained by any member of the Investigative Services Division. Further, such destruction shall be accomplished immediately and information not allowed to be conveyed to other parties. Unless otherwise instructed by the Division Director, all destruction shall be done by shredding.

L. Audit Procedures.

It shall be the policy of this Department to periodically audit the files, records and operations of the Investigative Services Division for compliance with the directives set forth in these guidelines. This audit process will be established and function through the following procedures:

Responsibilities of the Director
Responsibilities of the Inspectional Services Officer

1. Responsibilities of the Director.

a. The Director of the Division shall establish such operational procedures as necessary to assure the orderly and uniform compliance with these guidelines.

b. He shall deliver to the Inspectional Services Officer a monthly report on the operations of the Division which will provide the following information.

- (1) The name of each individual and organization upon which a file has been established during the preceding month.
- (2) The reason for establishing each file.
- (3) The name of each individual or organization for which a file was terminated during the preceding month, together with the reason for such action.
- (4) The total current number of files maintained under each classification noted in paragraph D of these guidelines.
- (5) The number of information disseminations made during the reporting period.

c. The Director shall provide the Inspectional Services Officer with his assessment of operations under these guidelines on a regular and routine basis and make such recommendations for change as he sees necessary.

2. Responsibilities of the Inspectional Services Officer.

a. The Inspectional Services Officer shall review the monthly audit reports submitted by the Division Director and cause such special reports as he deems necessary for complete accounting.

b. He shall personally inspect the files and operational procedures of the Division on an annual basis to the extent necessary to assure himself that the provisions of these guidelines are being fully complied with.

c. He shall, after such annual inspection, confer with the Chief of Police and advise him of the status of the Division.

Further information regarding this order may be obtained from the Investigative Services Division, Metropolitan Police Department, Washington, D.C.

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APPENDIX III

SAMPLE OF LAST PROJECT BULLETIN DISTRIBUTED

Executive Copy

- Chief, Sheriff, Supt., Commissioner
- Dep. Chief, Under Sheriff, Asst. Supt.
- File/Library/Training
- Others _____

Operations Copy

- Cmdr. Org. Crime Unit
- Cmdr. Intelligence Unit
- Cmdr. Field Divisions
- Others _____

The Organized Crime

BULLETIN

Volume 2, Number 1

January, 1977

**Serving the Information Needs of All Law Enforcement Agencies
In Their Fight Against Organized Crime**

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PROBATION OF WILLS—ORGANIZED CRIME FIGURES by Joseph Kaitz, Commissioner, Waterfront Commission of New York Harbor, New York, N.Y.

According to news releases, we have noted that recently Carlo Gambino, a notorious organized crime figure, died in New York City. Normally, we would also expect that some mention would be made in the press of a will to be probated disposing of his assets. However, as in the case of most organized crime figures, we never read of such occurrences and past history indicates that their assets are generally disposed of according to instructions issued by word of mouth during their lifetime. It usually follows that members of the family and others will, in time, receive property and other assets transferred to them quietly without public notice. In one case involving the death of a rather notorious suspected organized crime figure, title to several buildings was not transferred to benefactors until after about seven years and then it was effected for what appeared to be one dollar with titles passing from relatives to the immediate family.

This is not to say that organized crime figures die impoverished and have no assets to leave to family. On the contrary, they usually live in grand style, as do their families, and somewhere, somehow, their worldly goods are bequeathed to those to whom they were intended to go, but outside of the normal surrogate systems. To provide more insight into these organized crime figures and their activities, we need to find answers to the following questions:

- How was the property transfer effected?
- Did anyone pay an inheritance tax?
- Is the size of the estate consistent with previously reported income and style of living?

While significant progress has been made in unmasking many members of organized crime, not nearly enough progress has been made in convicting them and curtailing their operations. Perhaps it is time for the law enforcement agencies engaged in this struggle to investigate from the angle of their wealth, the distribution of such wealth after death, and to apply all of the laws relating to wealth, and the truth and accuracy of all representations made by organized crime suspects in matters relating to their assets. This disclosure of the wealth of organized crime figures should be a most significant break-through in law enforcement's battle against the "underworld."

(See article contained in this BULLETIN entitled "The Seventh Basic Investigative Technique")



President
Edward M. Davis

The Organized Crime BULLETIN is published monthly by the International Association of Chiefs of Police in cooperation with the National Sheriff's Association and federal, state and local police agencies. Guidance and review of the project to the extent of establishing general policy and direction is furnished by the IACP Organized Crime Committee. For information regarding the BULLETIN, call or write Dean R. Phillips, Project Director, Organized Crime BULLETIN, IACP, Eleven Firstfield Road, Gaithersburg, Maryland 20760 (301/948-0922).



President
Sheriff Carl Axson

A grant from the Enforcement Program Division, Office of Regional Operations, Law Enforcement Assistance Administration, has financed this publication. The



fact that LEAA is furnishing financial support does not necessarily indicate its concurrence in the statements or conclusions herein.

STRATEGY AND TACTICS

THE SEVENTH BASIC INVESTIGATIVE TECHNIQUE

For countless years, criminal investigators have relied on six basic investigative techniques to solve crimes, i.e., (1) the development of informants, (2) use of undercover agents, (3) laboratory analysis of physical evidence, (4) physical and electronic surveillance, (5) interrogation, and (6) where permitted by law, wiretapping. Each of these techniques has resulted in varying degrees of success.

The seventh basic investigative technique (application of the net worth-expenditures principle), used primarily by IRS agents to investigate violations of federal income tax laws, should also be used by other federal, state and local level criminal investigators. In addition to their development of interrogation skills, networks of informants, and the overall application of investigative innovativeness that they utilized in the successful investigation of organized crime and white collar crime cases in the past, when appropriate, they should also investigate financial leads and analyze financial transactions.

It takes evidence to get a conviction, and in the areas of today's organized and white collar crimes, the need to gather evidence of targets' financial transactions has become critical.

The net worth-expenditures principle can be applied, when appropriate, to (1) gather intelligence (related to financial transactions), (2) enhance the successful interrogation of a target, (3) corroborate other evidence of a crime for the purpose of presenting facts to (a) the district attorney for his consideration, (b) a grand jury, or to the court in the event of a bench trial, (4) assist in determining whether a target is engaged in other crimes, (5) determine havens where a target may be hiding assets, and (6)

to identify or locate assets for restitution or collection of fines.

The computation can be presented in two formats. One is commonly referred to as a "Net Worth-Expenditure Schedule;" the other is perhaps more readily recognized as a schedule of "Source and Application of Funds." Either format will produce, essentially, the same result. The net worth format should normally be used when a target's spending habits appear to include the acquisition and disposal of real estate, jewelry, furs, bank accounts, life insurance policies having a cash value and periodic reductions of mortgage loans. The source and application of funds schedule is normally used when a target's expenditures have been of a more transient nature, such as for high personal living expenses.

The above comments concerning use of the net worth-expenditures principle, in addition to the investigative steps to a review of a safe deposit box, checking account, security account, savings account, cashier's checks, travelers checks, etc., are contained in a new handbook entitled, "The Seventh Basic Investigative Technique."

The handbook was prepared by Mr. Richard A. Nossen, a criminal justice systems consultant who, while serving as Assistant Director of the Intelligence Division and in other subordinate positions with the U.S. Internal Revenue Service, developed and presented the concept of applying financial investigation techniques to criminal investigations before state and local law enforcement officials who attended a series of LEAA regional conferences on organized crime beginning in 1970 at Zion, Illinois, and culminating at the February, 1972 conference at San Diego, California. The preparation of the handbook was financed by a grant from LEAA. Project Monitor assigned was James Golden, Director, Enforcement Program Division, Law Enforcement Assistance Administration.

As announced by Mr. Richard W. Velde,

Administrator, the handbook will be distributed to all National Conference on Organized Crime (NCOC) participants and will be included as an Appendix to the Investigators Manual presently being prepared by the Battelle Memorial Institute under an LEAA grant. It will also be available in the library of the National Institute of Law Enforcement and Criminal Justice.

MULTI-STATE SEIZURE OF ILLEGAL FIREARMS

In a press release dated November 18, 1976, Rex D. Davis, Director, Bureau of Alcohol, Tobacco and Firearms, U.S. Treasury Department, announced a multi state seizure of approximately 1,148 illegal firearms. Persons involved were living in Virginia, Pennsylvania, Maryland, Delaware, North Carolina, South Carolina, Kentucky, and Ohio. Seizure of the guns, under federal search warrant in each instance, stemmed from the illegal selling of firearms at gun shows which were held at varying times in Winchester, Hillsville, Richmond, and Roanoke, Virginia; and Baltimore and Greenbelt, Maryland.

ATF undercover agents purchased 184 guns in illegal transactions at the shows in "Operation Score," an integral part of the Bureau's Concentrated Urban Enforcement, popularly known as Operation CUE. At the gun shows, ATF agents found flagrant disregard for the gun control laws. Quantity sales were being made by both licensed and nonlicensed individuals off their premises with no records being made of the transactions. It follows that these illegal transactions at gun shows provide criminals with an easy opportunity to obtain untraceable firearms.

Operation Concentrated Urban Enforcement (CUE), was authorized by Congress in 1975 in response to the President's request for more control of firearms which end up in street crimes. The program is underway in the Metropolitan Washington area, Chicago and Boston.

Every gun used in crimes in the three CUE cities is traced to determine the

source. Between February 15, 1975, and October 31, 1976, the Bureau traced 3,050 handguns used in Washington area crimes. Of the traceable 763 handguns from the District of Columbia, it was found that 195 came from Virginia and 191 from Maryland. Ohio, South Carolina, and Florida were other major source states. Of the guns recovered in Washington, D.C., 90% came from outside the district.

According to Director Davis, Operation CUE quickly pinpointed gun shows as a major source of illegal guns and subsequent investigations confirmed this.

The Bureau of Alcohol, Tobacco and Firearms enforces the Gun Control Act of 1968, regulates the firearms industry, and issues all federal firearms licenses. At present, there are about 160,000 retail firearms dealers.

Under the Gun Control Act of 1968, those who deal in firearms must meet certain requirements, foremost of which is that they obtain a license from the Bureau, confine their sales to their licensed premises, and maintain specific records.

ARSON FOR PROFIT FIRES

As reported by the Insurance Crime Prevention Institute, two Buffalo, New York, real estate dealers were each ordered to serve five years in prison in connection with some 15 suspected arson-for-profit fires in the city of Buffalo.

Sentenced on December 6, 1976 in Buffalo District Court, following their October guilty pleas to one count of conspiracy to commit mail fraud, were Leonard E. Kobrin, 51, of 103 Pelton Street, Tonawanda, and Allen King, Jr., 34, of 978 Northland Avenue, Buffalo.

On October 15, 1975, a federal grand jury indicted the two men on charges of conspiracy and six separate counts of mail fraud. The 19-page indictment alleged that between 1968 and 1973, Kobrin

and King conspired to defraud insurance companies by submitting through the mails fire insurance claims totaling \$107,500 by means of false and fraudulent pretenses.

According to federal prosecutor Edward Siddens, the properties involved, which were located in mainly low-income areas, were secured by the defendants through a series of dummy corporations. Siddens added that the properties were listed in the names of the fictitious corporations, "concealing the defendant's interests." The properties were reportedly damaged or destroyed by fire after insurance had been issued. According to a postal inspector's affidavit filed in support of a search warrant later executed at King's residence, insurance claims were made on at least 15 properties belonging to or mortgaged by the defendants.

Arrested and arraigned on the day of their indictment, King and Kobrin pleaded innocent to all charges. The case was presented to Federal Judge John T. Curtin on October 12, 1976 by U. S. Attorney Richard Arcara and Assistant U.S. Attorney Siddens, with Postal Inspector Steve Bottita and Robert Stewart, Attorney-in-Charge of the U. S. Strike Force on Organized Crime, appearing for the government. At that time, the defendants entered a plea of guilty to one count of conspiracy to commit mail fraud. The five year sentence handed down by Judge Curtin is the maximum penalty permissible by law.

The 18-month probe ultimately required the participation of many law enforcement agencies. The investigation was conducted by federal authorities, state and local police and fire department investigative units, the Erie County District Attorney's Office, the Postal Inspection Service, the Bureau of Alcohol, Tobacco and Firearms, and the Insurance Crime Prevention Institute.

TRUCK CARGO THEFT

The effective enforcement of cargo

thefts requires combined state, local and federal effort in the prevention, investigation and prosecution of cargo theft offenses, according to Richard L. Thornburgh, Assistant Attorney General, Criminal Division, U. S. Department of Justice. Mr. Thornburgh, speaking before the American Trucking Association, Inc. Security Council meeting, Arlington, Virginia, December 7, 1976, suggested to those present (most of whom were transportation security officers) that the transportation industry and government should be engaged in a partnership of crime prevention and enforcement.

Noting that the theft of cargo or the fencing of cargo do not represent an easy target for effective investigative action, and emphasizing that at best the clearance rate for theft offenses is about 19 percent, Mr. Thornburgh reiterated that offenses involving the buying or selling of stolen cargo are extremely difficult to detect and prove. Often the testimony of the thieves themselves must be relied upon to prove a transaction relating to the receipt of stolen property as it is usually difficult to identify the stolen cargo involved in these fencing transactions.

As an example, Mr. Thornburgh quoted the following figures which were recently supplied by the Federal Bureau of Investigation (FBI) field offices in the 15 campaign cities. "During the period from September through December, 1975, some 2100 complaints were received by these FBI field offices. Of this number, 1444 matters arising out of these complaints had to be closed without federal prosecution because of evidentiary deficiencies—such as lack of sufficient accountability procedures to establish that the property purportedly stolen was in fact missing. In more than one third of these reported thefts, the lack of identifiable evidence precluded successful prosecution."

To facilitate the efforts of the industry transportation security officers,

Mr. Thornburgh reported that the Department of Justice had joined the Department of Transportation in the establishment of cargo security teams in 15 major cities. These teams provide trucking industry management with a forum to discuss their law enforcement problems on a continuing basis with the principal law enforcement officials within these cities. The United States Attorneys in these cities act as the coordinators of all the federal law enforcement efforts against criminal activity relating to cargo thefts.

Federal-State Law Enforcement Committees consisting of principal federal and state law enforcement officers have also been formed and function in approximately 25 cities in addition to the cargo security teams. Certain of these Committees have included in their membership executives of the business community and they have met with business representatives to explore measures for reducing crime against business.

Additionally, the FBI has recently instituted its Crime Resistance Program which has added a new dimension to the FBI's attack on crimes—such as cargo theft—which are within its investigative jurisdiction. Two courses, each of two weeks duration, were also conducted at the FBI Academy at Quantico for selected FBI agents from all principal offices throughout the country. These agents are now designated "crime resistance agents."

In relation to the prosecution of minor cases, it was also emphasized that jurisdiction over cargo thefts is shared between the federal government and the states, and state prosecutors are encouraged to pick up their proportionate share of these cases.

The American Trucking Association (ATA) was congratulated for establishing the ATA Security Council and for sponsoring the meeting. They were also encouraged to assist law enforcement as partners—by the use of crime prevention and accountability measures—in making more effective use of

the necessarily limited resources available for the enforcement of cargo theft offenses.

COMMITTEE REPORT

THE MULTIBILLION DOLLAR NATIONAL FRAUDULENT IDENTIFICATION PROBLEM

On Tuesday, December 7, 1976, the U.S. Department of Justice released a definitive 18-month study of the Federal Advisory Committee on False Identification (FACFI). Established in November of 1974 by the Attorney General, the Committee was formed to:

- (1) study the nature and scope of the criminal use of false identification; and
- (2) recommend steps to combat it consistent with every citizen's right to privacy.

The Committee, consisting of some 75 volunteers representing 50 federal, state and local agencies, the commercial sector and the public, was provided staff support by the MITRE Corporation through a \$200,000 grant from the Department of Justice.

In accordance with their purpose, the Committee summarized their findings as follows:

The criminal use of false identification is a multibillion dollar national problem. A growing army of criminals and fugitives is using a screen of false credentials in welfare fraud, illegal immigration, drug trafficking, passing bad checks and phony credit cards, and in hundreds of other crimes. These crimes have one thing in common; the taxpayer picks up the tab. Every American man, woman and child pays the price in taxes, the cost of goods,

and in the human suffering and tragedy caused by the success of false identification crimes.

False identification is a criminal's best friend. With it, criminals can appear and disappear at will by creating fictitious 'paper people.' Often victims are not even aware they have been victimized. The exploding use of false identification must be stopped.

The purpose of this report is to unmask false identification crimes and to provide a comprehensive, common-sense plan which federal, state and local agencies, the commercial sector and the public can use to prevent such crimes. This plan is designed to increase personal privacy while giving law enforcement agencies the necessary tools to fight false ID use. But action must begin now.

As revealed by the study, false identification impacts nationally in six major problem areas:

- Drug smuggling
- Illegal immigration
- Fugitives from justice
- Fraud against business
- Fraud against government
- Other criminal activity

While attempting to maintain a careful balance in their considerations of protection against crime and protection of privacy as guarantees provided to all in a free society, the Committee formulated more than 100 recommendations to stem the problem of fraudulent identification. Included therein was a recommendation that legislation introduced in the 94th Congress be enacted to close existing loopholes in federal legislation dealing with false identification and a recommen-

dation that states enact model state legislation proposed by the Committee entitled the "Identity Protection Act" as well as the most recent amendments to the model State Vital Statistics Act prepared under the auspices of the National Center for Health Statistics of the Department of Health, Education and Welfare (HEW). The Committee also recommended that the Department of Justice and all other concerned organizations encourage public support for the measures recommended in the report.

The complete report may be obtained from any Government Printing Office or from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402 (Stock #052-003-00226-4, price \$6.30).

LEGISLATION AND COURT CASES

PERJURY RESTRICTIONS EASED IN ALABAMA

The Alabama Supreme Court has created an exception to the rule that a perjury conviction may be sustained only upon the testimony of two witnesses or one witness plus strong corroboration. The new exception allows convictions based only on evidence of two inconsistent sworn statements made by the same person.

In *Oglesby v. State*, 337 So. 2d 381 (Ala. 1976), the defendant was convicted of perjury after he made a sworn statement that he was present at a murder and later testified that he had not been present. At Oglesby's perjury trial, the state proved only the two statements. It did not produce any testimony that Oglesby was or was not present at the murder scene. On appeal, the Alabama Supreme Court noted that at the time of Oglesby's statements it was settled law that a perjury conviction could not be sustained without the testimony of two witnesses or of one witness plus strong

corroborative evidence. It therefore reversed his conviction.

At the same time, the court noted that the reason for the old rule is to prevent a perjury conviction where a single witness swears against the defendant. Where the defendant himself has made two irreconcilable sworn statements, however, there is no "swearing contest;" one of the statements must be false. The court concluded that in cases where the defendant has made only one sworn statement and it is allegedly false, the old rule will apply. In cases where more than one sworn statement is involved and one must necessarily be false, a conviction may be sustained without any testimony other than proof that both statements were in fact made.

STATE-FEDERAL COOPERATION BOOSTED

The Ninth Circuit, sitting en banc, has ruled that evidence gathered by California officers acting on probable cause from a federal wiretap is admissible in a federal court despite California's ban on wiretapping by its officers. The opinion reversed the earlier panel decision that the federal courts must look to state law in wiretapping cases to determine the validity of an arrest.

In United States v. Hall (9th Cir. August 31, 1976), federal officers operating a federal court-ordered wiretap obtained sufficient information to arrest and search Hall. They notified state officers, who arrested Hall and found heroin in her purse. At her federal trial for possession of the heroin she moved to suppress the heroin as the fruit of an illegal arrest. She pointed out that California's courts have held that a tap by federal officers under Title III is still "unlawful" under California's wiretap prohibition so that evidence from such a tap is inadmissible in its state courts. She argued that state officers' use of information from such a tap was also unlawful, tainting the arrest and the seizure and making the heroin inadmissible under California law.

The court agreed that federal courts will look to state law to determine the validity of a warrantless arrest in the absence of a federal statute, but it found that Title III is a controlling statute in the wiretap area. In the event of a conflict between Title III and state law, Title III controls under the Supremacy Clause. The court found that Title III, 18 U.S.C. §2510 et seq., authorizes disclosure of wiretap data even to officers whose state law forbids them to tap. It declined to read §2517 (1) and (2), authorizing disclosure to another law enforcement officer "to the extent that such disclosure is appropriate to the proper performance of the official duties of the officer making or receiving the disclosure" as dependent on state law for a determination of whether receipt of wiretap information by state officers is "appropriate to the proper performance of [their] official duties."

In a separate line of analysis, the court found that the general rule that federal courts will follow state law on arrests is not applicable here at all. This case did not involve the quantity of evidence needed for an arrest or the mechanics of the arrest. It was an attack alleging the use of impermissible evidence to form the required probable cause. The issue, then, is whether evidence obtained in violation of state law must be excluded in a federal court. The court held that it is not necessarily inadmissible and that it was properly admitted here. It reasoned that the exclusionary rule is designed to protect constitutional rights, so where no such rights have been abused, the admissibility of evidence is governed by common law principles, not by local statute. At common law, evidence was admissible regardless of its illegal origins. "Therefore, wiretap evidence obtained in violation of neither the Constitution nor federal law is admissible in federal courts, even though obtained in violation of state law."

Three dissenting judges disagreed with the majority's reading of the legisla-

tive intent of Title III. They argued that §2517 (1) and (2) were meant to allow states to prohibit their officers from receiving wiretap data. The receipt by California officers, they agreed, was therefore, a violation of both Title III and state law, so the fruits of the resulting arrest were tainted and inadmissible in both federal and state courts.

STATE'S "REQUIRED REPORT" PRIVILEGE NO BAR TO FEDERAL GRAND JURY SUBPOENA

The Third Circuit has found that nothing in the federal common law of evidence as enacted by Federal Rule of Evidence 501, requires a federal court or its grand jury to honor a state's evidentiary privilege. It therefore held that a district judge correctly enforced a grand jury subpoena for retainer agreements filed with a local court pursuant to a court rule assuring confidentiality. In the Matter of the Grand Jury Impaneled January 21, 1975 (Freeman) (3rd Cir. August 10, 1976).

A court rule of the Court of Common Pleas of Philadelphia County required (it has since been repealed) attorneys to file contingency fee agreements and agreements relating to death or personal injury actions with the prothonotary. The rule assured confidentiality to promote voluntary compliance. A federal grand jury subpoenaed the agreements of a particular law firm over a period of years, and a member of the firm intervened and filed a motion to quash the subpoena.

Literally thousands of statutes and regulations in the United States provide for non-disclosure of certain records and reports which citizens are compelled by law to submit to federal, state or local governments. They encourage voluntary disclosure of potentially self-damaging information needed for effective governmental functioning. The law firm argued that records required to be filed by state law under state assurances of confidentiality must also be considered privileged

against use in federal grand jury proceedings.

The Third Circuit's analysis was divided into two steps. First, the court found that it was free to recognize or ignore the state privilege on a case-by-case basis. It observed that Federal Rule of Evidence 501's intent was to leave the federal law of privileges as it found it in federal question and criminal cases. Congress did not adopt proposed rule 502, which was similar to the law firm's position. Furthermore, the court found no decision of any federal court that explicitly adopts a state required reports statute in a federal criminal case as a matter of federal common law. Next, the court balanced the state's interests in confidentiality against the interests of law enforcement in disclosure. It found that the rule's purpose could be achieved in other ways, and in any event enforcement of the subpoena would not necessarily keep others from filing. On balance, it found that the grand jury's need for the evidence outweighed the competing considerations here.

BOOKS/REPORTS

BASIC ELEMENTS OF INTELLIGENCE - A Manual for Police Department Intelligence Units

Your attention is directed to the September 1976 revised edition of the Organized Crime Control "Basic Elements of Intelligence" manual for police department intelligence units prepared for the Organized Crime Desk, Enforcement Program Division, Office of Regional Operations, Law Enforcement Assistance Administration, by Don R. Harris, Ph.D. with assistance from Mike Maxfield and Glennie Hollady. (Prepared by C.A.C.I., Inc. under contract #J-LEAA-127-75 and listed for sale by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C., 20402-Price \$2.40, Stock #027-000-00443-1).

The revised edition is composed of the following chapters and appendices:

- Chapter I Introduction
- Chapter II Information Flow
- Chapter III The Filing System
- Chapter IV Analysis and Reporting
- Chapter V Staffing and Training the Intelligence Unit
- Chapter VI Management of a Police Intelligence Unit
- Appendix A Guidelines for Police Intelligence Units
- Appendix B Sample Debrief Form and List of Selected Specific Questions
- Appendix C Operational Procedures for an Intelligence Information Control and Filing System
- Appendix D The Computer and the Intelligence Unit
- Appendix E Security
- Appendix F Analyst Manual
- Appendix G Evaluating the Intelligence Function
- Appendix H Bibliography

The revised edition, as in the case of the first one, is the result of a collective effort of police intelligence units (and those associated with federal agencies and state and local prosecutor offices), compiled into a body of data from which the suggested approaches to an effective operation of the intelligence process were drawn.

The basic objectives of this manual are:

- to describe the process of intelligence and to point out how law enforcement agencies may apply intelligence to combat organized crime.
- to explore structure, training, staffing, and security of intelligence units and to provide guidelines for commanders of law enforcement intelligence units to improve their overall management.
- to present trends in the law as they

may now and in the future impinge on the mission and functioning of the intelligence unit of law enforcement agencies.

The guidance presented in this manual cannot be specific because the size of intelligence units varies widely, as does the threat posed locally by organized crime. The manual does point up the changing nature of organized crime and suggests that techniques from disciplines unfamiliar to law enforcement can be adapted effectively to aid in the fight against organized criminal elements.

One major focus of the manual is on the needs of the head of the law enforcement agency. An understanding of what intelligence can do to help the commander carry out responsibilities is critical. If he/she does not understand it, the intelligence unit may employ excellent techniques to provide excellent intelligence but it will only be tactically useful. The strategic role of the law enforcement agency in meeting the challenge of organized crime will not be served.

.....

TRAINING

INSTITUTE ON ORGANIZED CRIME TRAINING ANNOUNCEMENTS

The Dade County Public Safety Department, Institute on Organized Crime, continues to offer a wide range of training and education programs beneficial to the operational and professional elements of the criminal justice system.

Law enforcement agencies from throughout the United States are eligible to seek applications for enrollment in the program. The highly specialized nature of these courses requires that personnel selected to attend be limited to those who have assignments in the organized crime investigative field.

ORGANIZED CRIME INVESTIGATORS COURSES

The five week Organized Crime Investigators Course furnishes the officer with a broad overview of the history, development and the economic impact of organized criminal structures upon our society, an insight into current and proposed police intelligence systems, practical field problems using investigative techniques and aids, and an awareness of the negative influence of corruption upon the entire criminal justice system.

- January 17 - February 18, 1977
- March 21 - April 22, 1977
- August 1 - September 2, 1977
- January 9 - February 10, 1978
- April 24 - May 26, 1978
- October 16 - November 17, 1978

COMMAND SEMINARS

The two week Command Seminar concentrates on the administration, management and supervision of police intelligence units for unit supervisors and commanders. The course emphasizes legal factors and awareness of the privacy issues relating to the intelligence process. Other critical course components include reinforcing the concept of accountability as this relates to the planning and management of an intelligence unit. Practical personnel and budget management workshops supply the commander with the requisite skills and knowledge necessary to plan, justify, develop, propose, defend, adapt, implement, control and monitor a police intelligence unit budget. Unit operational security needs are assessed, and through structured workshops, means for measuring effectiveness are developed. Intelligence unit personnel recruitment, selection, testing, training and supervision components also receive a major emphasis on the people in the organization, who are not only the greatest organizational asset but are critical as to whether the unit will be professionally productive.

- February 28 - March 11, 1977
- June 6 - June 17, 1977
- December 5 - December 16, 1977
- February 27 - March 10, 1978
- June 12 - June 23, 1978
- December 4 - December 15, 1978

REGISTRATION FEES

Commencing in January, 1977, in order to continue offering Command Seminars and Investigator Courses, a system of partial reimbursement by all agencies outside of Metropolitan Dade County has been established. The assessed registration fees combined with funds from Dade County will permit the Institute to begin maintaining investigative and command programs on a self-sustaining basis.

All agencies located outside of Metropolitan Dade County assigning attendees to the two week Command Seminars and the five week Organized Crime Investigator Courses will be assessed as follows:

Two Week Command Seminar	\$200.00/officer
Five Week Organized Crime Investigator Course	\$300.00/officer

The fee includes all texts and training supplies for the programs. Enrollment is finalized upon receipt of the completed application and fee.

INVESTIGATIVE SPECIALIST COURSES AND PROFESSIONAL SEMINARS

Because the Investigative Specialist Courses and Professional Seminars are federally supported, there are no registration fee charges and all texts and training supplies will be furnished.

Investigative Specialist Courses planned but not as yet scheduled are:

Criminal Redistribution (Fencing)	Two Weeks/ 80 Hours
Systems Investigations	
Cash Flow Investigation	Two Weeks/ 80 Hours

Narcotics Conspiracy Investigation Two Weeks/
80 Hours
Evidence Gathering Course Two Weeks/
80 Hours
Gambling Investigation One Week/
40 Hours

Professional Seminars addressing organized crime and police intelligence orientation are planned for judicial, prosecutorial, corrections, media and cargo manager groups.

Announcements as to dates, times and locations will be distributed when scheduling is completed.

ACCOMMODATIONS

Food, lodging and travel expenses for the attendees must be paid by the respective agencies. Accommodations at government rates are available at nearby motels. Meals can be purchased at a reasonable cost on the Biscayne College campus, if desired.

Further information and details may be obtained by contacting William H. Dunman, Coordinator, or Harry Meyersohn, Project Director, Institute on Organized Crime, Biscayne College, 16400 NW 32 Avenue, Miami, FL 33054; Tel. (305) 625-2438.

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