

or his agency open to the domination of the agency from which the help is being requested. A voluntary free flow of information between agencies should be established. I don't believe there is any agency here that fails to have sufficient work in their own jurisdiction and in most cases more than they can do, so it would appear to be a baseless fear of losing jurisdiction to fail to ask for cooperation on this ground alone.

The public measures us more by current service than by past experiences. We must, then, present a good image of enforcement to them. We must let them know who we are, what duties and services we perform, how we operate and why it is necessary to enforce the laws. This is our responsibility to them. If we do these things in a proper manner, then each citizen will want to help the enforcement program and be more inclined to cooperate with us. Our job then resolves itself to a matter of education. To help the citizens with this education, we must always bear in mind that every contact with the public puts enforcement on trial. Here again, comes the police image or public relation. It can be good and reflect favorably, or reflect adversely, depending on the contact. I think it is important that we officers keep in mind three principles: 1. Courtesy, 2. Reasonableness and 3. Consideration. If these are foremost in the enforcement officer's mind, then in most cases it will be met by understanding and acceptance. We will then have a favorable atmosphere and common ground for meeting. Usually, the public will then accept us as the guardian of fundamental rights and will come to our aid in the performance of these duties. It is then that we must guide and direct this willingness to help since we are so much more aware of the benefits to be derived.

I feel that here in Arkansas our relationship with the Game and Fish Commission has been one of the best. We have met together, we have talked together, and worked together for the mutual benefit of ourselves and the public that we serve. The Game and Fish Commission here in Arkansas is a highly respected enforcement unit which is evidenced by the fact that Aubrey Fowler, their Chief Enforcement Officer has served as President of the Arkansas Peace Officers Association, and I can go a little bit further and say that he is one president that continued to work after he vacated the office.

I certainly hope that you will have a most enjoyable conference and we realize the importance of this meeting here in Arkansas. We in the Arkansas State Police Department will do everything possible to make your visit here a most pleasant one.

To those of you who may not have visited around Arkansas very much, we hope that you may have that opportunity before you leave. To those of you who have not visited the east central part of the state where rice fields, white river and ducks are very much in evidence, I would say that you are missing something.

It has been a pleasure to be with you today.

PREPARATION FOR UNDERCOVER WORK IN PURCHASING GAME AND FISH

BY RALPH HARRIS

U. S. Fish and Wildlife Service

Undercover work is an important tool in enforcement due to local agents being known by the public. The local agent may have knowledge of what sales violations are taking place but unable to apprehend due to tipoffs and, as I said before, being known in the area.

Planning for undercover work should start at least a year before an agent begins operation in a state. Information from field agents should be assembled at state headquarters as secretly as possible to avoid knowledge of agents that an undercover program is planned. This secrecy is not because you do not trust your own employees, it is

to eliminate them from suspicion if there is a leak. The operation should only include a minimum number of people who are in the "know." Should you recognize an agent in your territory at any time, do not speak to him or show signs of recognition. Make it a practice to let agents visiting your district recognize and speak to *you*. This eliminates a possible slip that would disclose the agent's identity.

Undercover work requires an investigator who can use disguises and pretexts to gain confidence of the suspects, to enable him to determine their criminal activities. His duties will be to obtain evidence that can be used in court, to identify all persons involved and purchase game and fish, also obtain information that would give probable cause for a search warrant or time and place for a raid.

The undercover agent must possess self-confidence, good judgment, resourcefulness, be able to adopt languages or pronunciations peculiar to certain localities, and be mentally alert. The undercover agent should be chosen to fit people in an area in which he will work. Things to be considered are his cultural background, talents, hobbies, trade, memory of faces, names and places, and a thorough knowledge of methods employed by the persons suspected of violations.

The undercover man will assume a disguise and adopt a completely different identity. To do this he must remove all traces of enforcement authority. It may be necessary for his family to move to a different locality under an assumed name. He should select an address in a city that he is very familiar with. His occupation should be verified by corroborating persons. If he is a salesman then be sure a sales company will identify him as their employee. Arrange to know several people who will corroborate his position in the community. Do not use anyone to corroborate his identity that would arouse suspicion and be sure his "references" have been coached as to his assumed identity.

Any simulated infirmities that the agent uses such as faking deafness, or poor eyesight, or limping to create impressions on the suspect to induce him to be careless in his talk or actions, should be well rehearsed and one should remember in assuming these physical defects that it may be necessary to continue the use for a year or more. In assuming a physical guise the agent must choose clothing to fit the character he is displaying. All laundry marks should conform with his assumed name and address, even the labels in suits should refer to clothiers in his assumed residence.

The undercover agent should select an occupation that he is familiar with. If he is representing a company he should spend some time in their factory and become familiar with the overall operation and terminology. Further, disguise should not look new, such as briefcases or in the case of manual labor, the tools and box should look used. Identification cards, letters and any other fake identification should bear the assumed name and address. Other fake identifications, as newspaper clippings or court procedures, should not be used unless records are placed in police and newspaper files. This method of fake identification is not necessary except on very important cases.

The undercover agent is now ready to contact the suspect. He will be briefed and given the information gathered from field men. He will discreetly put out information that will create the interest of his suspect. He will visit known hangouts that are used by the suspect and his friends to become known and trusted. His actions will be natural and easy. He will not be a show-off and detail his occupation or wealth. He should select subjects to talk about that will channel the conversation into informative statements. He will not be observed making notes of the conversation or important facts. He should not show much interest in women or the subject's wife. He should not take women with him when contacting a suspect as his attention may be directed to her and little information will be gained.

If a suspect appears to be suspicious of him then he should display anger and disgust. He should also question the suspect's identity and put him on the spot of proving himself.

Make notes on all conversations. Observe all locations and activities. Never make a purchase without trying to buy at a reduced price. Re-

frain from drinking but allow the suspect to drink his fill. The agent may use the excuse of stomach ulcers for his lack of interest in drink, and he should never exceed the usual friendship purchase of drinks from his pocket. The story he gives the suspect should convey three major points.

1. That he is financially able to purchase
2. He has connections that will take quantity
3. That he is the suspect's friend

After contacts with suspects, factual reports to the undercover agent's official office are necessary. His official contacts should be pre-arranged. He should never use phones in hotels or other places where the call goes through a switchboard. Use toll telephones and at different places for each call. Never call an official number. Arrange a code call to an official number if help is needed such as calling to reserve a room or similar pretext. Never interrupt a meeting or conversation to make a phone call. Have a good excuse, if necessary to call.

The reports to his office should be written on plain paper. He should never have paper with official letterhead. Notes the agent may have in his possession should be written so no one else could interpret them. Phone numbers of officers could be written as mathematical problems.

If the agent is working an area and wants to contact a fellow officer that he does not know, prearranged signals or identification is necessary. Signals such as color of hat and way it is worn, certain type of arrangement of pens and pencils in coat pocket, and many other not too obvious methods may be used.

He must always remember that lying, deception and double-crossing are the tools of criminals and used even on their friends. Never trust a suspect.

Each state must determine the amount of money they will sacrifice to make buys, but in no case should the agent be left without funds to complete an unexpected buy. The Chief of the Operation must also determine how and when the arrest will be made. He should also advise the agent and have knowledge of his activities that deal with a violation of a lesser law to gain evidence. The Chief will also discuss this act with the local prosecutor. In many of the trials of cases made by undercover men the whole defense is entrapment and to discredit the undercover man's character. Entrapment is an act by a law enforcement officer to induce a person to commit a crime. An undercover man may provide the opportunity to commit a crime but must never furnish the intent. A good defense to entrapment is to show the past reputation of the defendant and previous records. In most courts the prosecuting witness does not have to reveal names of his informers. It is well to keep written records of all information. Disguises and aliases are legally permitted. And remember, never admit you are an undercover agent except in court. The decision to carry firearms is left to the judgment of the agent.

At the completion of buys of contraband articles the agent should mark each buy with a code that he can identify in his notes. If this buy is turned over to another officer he will also inspect, but leave intact, and identify with his code. Do not lose the chain of evidence. A few notes as to time, place and date a buy has been received or delivered and where the evidence was kept until court, will avoid a broken chain of evidence.

The officer who is designated to preserve evidence must also use extreme caution in not breaking the chain and being able to identify the "buy" in court. Simple testimony such as "the sealed package contains a city newspaper dated January 1, 1963, and four squirrels dressed," or "the buy is packaged in a 15-pound Kroger shopping bag," tends to show a jury that this is the original buy.

Always remember that all effort is lost unless the agent's investigation is thorough enough to lead to a conviction of the suspect.

Agents or wardens who are designated to receive buys made by the undercover man must also be chosen with care. Here are a few cautions and procedures he will find necessary. First he must consider

the undercover man's security and use extreme caution to avoid slips that might divulge the undercover man's identity.

Before the operation is started, the undercover man and the agent who is to receive and store evidence should spend some time together with the Chief of the Operation. During this meeting code names for the undercover man and the receiving agent should be adopted. Telephone code questions and answers should be arranged to assure both parties they are talking to the right party. Pre-arranged meeting places in remote areas should be arranged so the undercover man can deliver evidence for storage to the local agent. If it is impossible to meet at the pre-arranged place, let the undercover man pick the spot as local agents are familiar with their areas. When attempting a meeting, the local agent should use an unmarked car and be sure he is not followed. Should he determine that he is being followed, he should then return to his post and wait for the undercover agent to call and make a new meeting place.

The local agent should find a storage facility for keeping evidence that will be used in court. He will find it necessary to cover his storage by inventing seizures of game. He should pick a storage facility removed from the area that the undercover agent is operating in. All records of evidence should be kept under lock and key and the Chief of the Operation should know where the local agent keeps his records in case they are needed and the local agent is not available. With security and complete records the successful apprehension and the prosecution of selling wild game and fish can be accomplished. Selling is the "Number 1" violation in the public's mind and I have found they appreciate the apprehension of the violators. Some will not look with favor on the method used but will agree that the undercover method is the only way.

COOPERATION BETWEEN FISHERY BIOLOGISTS AND ENFORCEMENT OFFICERS*

BY BILL MATHIS
Fishery Biologist
Arkansas Game and Fish Commission

I have been asked to talk on the subject of cooperation between the Biologist and the Wildlife Officer. Much has been said on this subject, a good deal of which has been lip service. Some departmental directives have been issued calling for cooperation between divisions. At the risk of sounding trite, I am going to renew the request for improved relations and communications. We cannot afford to be at odds with each other as concerns our fish and wildlife.

The primary consideration for our work is not recognition for a job well done, but must be the resource itself; in this case fish. All our problems originate here. Every decision, regardless of how pressing, must consider the effect on the fish. If we will but orient ourselves toward the objective of better fishing, we can readily see that this cooperation cannot be taken for granted. We each have a mutual responsibility to the fishing public, and in order to meet this responsibility we must each have the trust and cooperation of the other. For the most part, if we each do our job well, we will have cooperation. I know that when someone enjoys his work and keeps busy at it, he doesn't have time to check and see if everyone else is busy working.

The kind of cooperation we should have is hampered somewhat by having people in each division who are not cognizant of the problems involved in each other's jobs. Some Wildlife Officers, although good enforcement men, simply cannot comprehend and interpret the scientific reports of the Biologist. It then becomes the duty of the Biologist to break his information down into a form useful to the Wildlife Officer.

* Paper presented at the Seventeenth Annual Meeting of the Southeastern Association of Game and Fish Commissioners at Hot Springs, Arkansas, September 29-October 2, 1963.